

DISTRICT OF WEST VANCOUVER
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

6.

COUNCIL REPORT

Date:	October 6, 2021
From:	Emily Willobee, Manager, Engineering Services
Subject:	Proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021"
File:	1700-09

RECOMMENDATION

THAT

1. Solid Waste Utility fees be adjusted for 2022 to the amounts set out in Schedule A of the proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021" as attached; and
2. Proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021" be read a first, second and third time.

1.0 Purpose

This report provides an update on activities within the Solid Waste Utility and recommends a fee structure for 2022.

2.0 Executive Summary

The Solid Waste Utility and its 5 Year Financial Plan can be roughly divided in two operating areas:

- residential garbage and organics collection and disposal; and
- public realm refuse and collection.

As a result of the on-going COVID-19 pandemic, the District continues to see higher-than-average waste volumes in sectors directly collected by the municipality. Increased volumes in the public realm and residential programs put upward pressure on costs to the Solid Waste Utility. The result is a proposed small increase to rates in 2022.

Since 2014, the Solid Waste Utility had built up a Reserve that is being drawn down to a target level by 2025. In recent years, the draw down of the Reserve has helped to off-set rate increases that might otherwise be necessary to address rising collection and disposal costs.

Proposed rate increases respond to anticipated programming and cost changes in the Solid Waste Utility, allow for on-going provision of a contingency for any obligations for remediation that may arise at the Hugo

Ray Landfill, and account for rate smoothing in preparation for cost increases as the Reserve reaches its target level over the next few years.

In addition to providing for residential and public realm collection services, Solid Waste Utility supports a wide variety of waste reduction education campaigns and public engagement programs.

3.0 Legislation/Bylaw/Policy

The provincial *Environmental Management Act* and Recycling Regulation – An act containing regulations governing Solid Waste Management Plans, and establishing extended producer responsibility (EPR).

Greater Vancouver Sewerage and Drainage District Bylaw No. 181, 1996 and amendments – A bylaw to establish a regulatory system for solid waste facilities.

Greater Vancouver Sewerage and Drainage District Bylaw No. 306, 2017 and amendments – A bylaw to establish the tipping fee and Solid Waste disposal regulation.

District of West Vancouver Solid Waste Utility Bylaw No. 4740, 2012 and amendments – A bylaw to provide for the operation and management of a solid waste utility.

Metro Vancouver Regional District Integrated Solid Waste and Resource Management Plan (ISWRMP) 2010 – A plan fulfilling obligations under the Environmental Management Act, and setting out diversion targets for solid waste within Metro Vancouver.

4.0 Council Strategic Objective(s)/Official Community Plan

Section 2.5 of the 2018 Official Community Plan (OCP) outlined an emerging issue described as a "Greater need to manage greenhouse gas emissions sourced from solid waste through recycling and waste diversion initiatives".

OCP policies to achieve this include:

- 2.5.9.1 Increase community-wide diversion rates to meet regional solid waste management objectives of 80% diversion by 2020 and work progressively towards maximizing diversion rates beyond 2020.
- 2.5.9.2 Expand organics and food waste reduction through education and on-site composting and reuse.
- 2.5.9.3 Facilitate reductions in demolition waste through source separation and diversion, including whole-building demolition or deconstruction.

- 2.5.9.4 Manage food waste attractants through education and enforcement to reduce human wildlife conflicts.

OCP suggestions around demonstrating corporate leadership include:

- 2.5.18 Lead by example through actively pursuing energy and water conservation, waste reduction and recycling within civic facilities.

This report also aligns with Council Strategic Objectives:

- 3.5 Reduce community and corporate waste, including single use plastics.
5.0 Deliver municipal services efficiently.

5.0 Financial Implications

The Solid Waste Utility 5 Year Financial Plan (Appendix A), as presented can be roughly divided in two operating areas:

- garbage and organics collection and disposal
- public realm refuse and collection

In the interest of rate transparency, the expenses for each operating area are reflected in the rates associated with that operating area as much as possible.

The Single Family curbside garbage and organics collection service is funded through solid waste collection fees charged to Single Family residential units. For 2022, staff are recommending that the rate increase to \$220.73 annually per single family unit (net of the 10% discount for early payment). The rate is forecast to increase each year through 2026.

The public realm waste collection program is funded by the public realm user fee charged to all residential units. For 2022, staff are recommending that the rate increase to \$53.82 annually per residential unit (net of the 10% discount for early payment). The rate is forecast to increase each year through 2026.

Residential recycling service is now fully-funded by Recycle BC under the direct service model that took effect July 1, 2020. Effective 2021, residential recycling charges are no longer collected.

Commercial properties do not pay charges to the solid waste utility.

From 2012 to 2020, both Single Family and Multi-family household types had seen very little change to overall rates and in some years even a rate decrease on quarterly utility bills. Solid Waste Utility rates had been held steady despite expansion of programming within the Utility, this is largely due to the build up and subsequent drawn down of the Reserve. During

this period, cost increases have been absorbed by the Solid Waste Reserve to draw it back down to a target level of \$1M by 2025.

After four years of zero increases, Council adopted a small increase to rates in 2021 given the slow erosion of the Reserve and the anticipated end of residential recycling collection (as well as associated financial incentive payments from Recycle BC that had been cushioning the draw down of the Reserve). Concurrently, in 2020 and 2021 solid waste collection costs are increasing, due in part to the impact of the COVID-19 pandemic. These factors result in the need to increase rates in 2022.

The changes proposed in 2022 result in an annual increases of \$22.12 total charges for Single Family units and \$5.77 for Multi-family units annually (net of the 10% discount for early payment), compared to 2021 rates. Quarterly rates for residential dwelling units are specified in Schedule A of the proposed bylaw amendment (Appendix B).

Additionally, a new rate category for "garbage only" collection is proposed to serve residents of Pasco Road. The proposed annual fee of \$110.37 (net of the 10% discount for early payment) results in quarterly rates as specified in Schedule A of the proposed bylaw amendment (Appendix B). This fee recovers the lower cost to the District of continuing to provide only municipal garbage service in this location, as it is not feasible to safely provide municipal yard trimmings collection.

Proposed rate increases respond to anticipated programming and cost changes in the Solid Waste Utility, allow for on-going provision of a contingency for any obligations for remediation that may arise at the Hugo Ray Landfill, and account for rate smoothing as the Reserve reaches its target level over the next few years.

6.0 Background

6.1 Previous Decisions

At its November 18, 2021 meeting, the Finance and Audit Committee passed the following resolution:

THAT the Finance and Audit Committee supports the proposed bylaws and that they be forwarded to Council for consideration:

Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021; that the Solid Waste Utility fees be adjusted for 2022 to the amounts set out in Schedule A in the bylaw amendment.

At its December 7, 2020 Regular Council Meeting, Council passed the following resolution THAT:

1. proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5092, 2020" be adopted; and
2. proposed "Bylaw Notice Enforcement Bylaw No. 4368 2004, Amendment Bylaw No. 5102, 2020" be adopted.

At its June 11, 2018 Regular Council Meeting, the Acting Mayor made the following announcement:

Council, at its March 12, 2018 closed meeting, directed that the District request Recycle BC to provide direct service to residents for recycling collection starting July 1, 2020

6.2 History

In November 2010, Council endorsed Metro Vancouver's ISWRMP, which specifies an overall waste diversion target of 70% by 2015 and an aspirational target of 80% by 2020. The ISWRMP further specifies sector specific diversion targets of 65% for Single Family, 30% for Multi-Family, 70% for Institutional, Commercial and Industrial, and 80% for Demolition, Land Clearing and Construction (DLC).

In 2016, the District reached a milestone goal of 75% waste diversion for Single Family homes. In response to reaching its diversion goal, and in response to declining recycling tonnages, a new performance metric was adopted that looks at the amount of garbage each home generates. The new goal of 200 kg/household/year by 2025 was incorporated and documented in the Community Energy and Emissions Plan (CEEP) in 2016.

Within British Columbia, the Recycling Regulation of the *Environmental Management Act* makes producers responsible for the recovery of their products after use by the consumer. This model of Extended Producer Responsibility (EPR) shifts 100% of the costs of collection, processing, and recycling from the tax payer or rate payer to the consumer. In May 2011, the Province amended the Recycling Regulation to include a new category: Packaging and Paper Products (PPP). Major PPP producers formed MMBC (now Recycle BC) and submitted a Stewardship Plan for the management of residential PPP, including collection and processing. The Ministry of Environment (MOECCS) approved Recycle BC's plan on April 15, 2013 and it was implemented beginning May 19, 2014.

Between May 2014 and June 2020, the District acted as a contractor to Recycle BC, collecting PPP on their behalf and receiving a financial incentive to do so in accordance with the provincially approved plan. In

June 2018, the Acting Mayor announced that Council had passed a motion at its March 12, 2018 Closed Council meeting that the District request Recycle BC to provide recycling service to residents directly. Effective July 1, 2020, Recycle BC assumed full responsibility for providing residential paper, container and glass recycling collection service in West Vancouver.

In the fall of 2015, Council endorsed a recommendation to consolidate all District refuse activities within the Solid Waste Utility effective January 2016. In addition to residential waste collection service, the Solid Waste Utility absorbed public realm waste collection, which consists of wastes collected from parks, streetscapes, and from civic buildings.

The District does not provide collection service for most commercial and institutional properties, as private collection contractors are better equipped to meet the wide variety of waste collection requirements of these sectors. As such, commercial properties do not pay charges to the Solid Waste Utility. A few exceptions include some commercial tenants of municipal buildings that access civic building service and tax-exempt non-profits (typically places of worship) that receive service on municipal residential and civic building collection routes.

7.0 Analysis

7.1 Discussion

This report contains updates on various activities that form the Solid Waste Utility. These activities include:

- Curbside Garbage & Green Waste Collection
- Wildlife Education & Bylaw Enforcement
- Streetside Recycling Collection Program
- Parks Waste Collection Program(s)
- Special Events & Community Programming
- Civic Building Collection Program
- North Shore Recycling Area Drop-off Depot
- Emerging Considerations for 2022 and Beyond

Since July 1, 2020, the collection of recycling from both single-family and multi-family residential properties has been fully the responsibility of Recycle BC, not the District. Recycling service continues with minimal disruption.

Recycle BC provides collection through a collection contractor called Waste Control Services (WCS) – the same contractor that provides residential garbage and green waste collection on behalf of the District. Recycle BC has recently notified staff that residents in some areas of

West Vancouver will be invited to participate in an upcoming pilot project to test options for accepting soft plastics and foam containers in their curbside collection program. The pilot will run November 2021 to May 2022.

Curbside Garbage & Green Waste Collection

Residential garbage and green waste collection service is provided on behalf of the District by a contractor called Waste Control Services (WCS).

Prior to the onset of the COVID-19 pandemic, the District's residential waste volumes declined at a steady rate of 3% per year from 2014 to 2019. The per household garbage generation rate fell from 433 kg/household per year in 2010 to 203 kg/household in 2019. The District was well on its way to achieving its CEEP target of reducing waste to 200kg/household by 2025.

However, residential garbage and green waste generation increased in 2020 as people spent more time at home due to the COVID-19 pandemic (working, gardening, and tackling household projects). Higher waste volumes increase overall disposal costs for the Solid Waste Utility.

Last fall, staff reported that there was evidence of an upward trend in residential garbage volumes in 2020 that defied historical trends. By year-end, the District's residential garbage collection program had collected 2,933 tonnes of material and approximately 6% more waste in 2020 than most recent 3-year average. The result was an increase to the District's per household garbage generation rate in 2020.

This year, a review of residential garbage volumes between January and June indicates that overall tonnage in 2021 continues to trend 3-4% higher than the 3-year average.

Last year at this time, staff also reported that the volume of residential green waste collected in 2020 was trending substantially higher than the three-year average. At year-end, the District had collected approximately 25% more green waste in 2020 than in 2019. While it is normal to see small annual variations in overall tonnage due to the impact of weather on weight and quantity of yard trimmings, the amount of material collected in 2020 was 10% more than the most recent five-year average.

Over the first half of 2021, green waste volumes seem to be recovering somewhat from the significant pandemic bump although they are still trending high.

The District's source-separated organics program includes yard trimmings collection service as well as Green Can food scraps collection. After collection, WCS delivers the District's residential green waste to Metro Vancouver's North Shore Transfer Station for processing into compost. In September 2021, the District entered into a five-year residential organics processing agreement with Metro Vancouver. WCS will continue to deliver curbside-collected residential green waste to Metro Vancouver's North

Shore Transfer Station, where Metro Vancouver and its contractors oversee the processing of this material.

Pasco Road is a private road in the western portion of the District. Because collection vehicles cannot safely travel the narrow, winding private street, residents receive collection service from a centralized collection site where the road meets Highway 99. After several years of investigation, the District has confirmed it is not feasible to safely provide yard trimmings collection at this location due to challenges with contractor access, as well as concerns related to safety, illegal dumping and wildlife. This determination is reflected in proposed Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021 (Schedule A), which includes a new "garbage service only" rate category for residents of Pasco Road.

Wildlife Education & Bylaw Enforcement

The North Shore is a natural bear habitat. Garbage and food scraps are known to be one of the most common wildlife attractants in residential areas. West Vancouver bylaws require that wildlife attractants be managed responsibly in order to minimize human/bear interactions, and avoid destroying bears.

The North Shore Black Bear Society (NSBBS) plays an important role in educating residents about bears and bear attractant management and has been a formal partner with the District of West Vancouver since 2011. NSBBS collaborates with staff from multiple departments on public education efforts throughout the year, and reports back to staff annually on outreach activity. Funding from the Solid Waste Utility to supports NSBBS bear outreach and education work.

The District Bylaw Department manages complaints and violations of the Solid Waste Utility Bylaw. Most common violations are *failure to secure animal attractants* and *failure to properly dispose of waste*. In 2020, Bylaw staff responded to 285 calls and issued 35 Solid Waste Bylaw Notices, eight of which were warnings. As of September 2021, Bylaw staff have responded to 187 calls and issued 18 notices, four of which were warnings.

September to November is typically the busiest season for bear activity on the North Shore and residents are encouraged to store all materials inside the house, shed or secure enclosure until the morning of collection and to wash collection containers with a mild soap or vinegar and water solution to reduce odours.

Streetside Recycling Collection Program

The District's streetside collection program consists of 38 three-stream recycling stations to collect paper recycling, container recycling and garbage. Recycling stations are located predominately in the District's commercial areas and have been in place since April 2019. A collection contractor called Growing City services the District's streetside recycling stations, as well as 22 garbage-only streetside locations along the Marine Drive corridor.

Since its launch, the District's streetside recycling program has diverted nearly 30 tonnes of paper and container recycling from landfill.

- 2019 12.7 tonnes of recycling diverted
- 2020 14.5 tonnes of recycling diverted

To date in 2021, analysis of the streetside recycling program suggests it is on track to continue this trend of increased diversion. However, as in other sectors, the overall amount of garbage collected in streetside bins has also increased over previous years and at a more substantial rate than recycling.

Parks Waste Collection Program(s)

An overall increase to waste collected in District parks remains a trend in 2021. The COVID-19 pandemic continues to impact District parks in a significant way with a substantial increase in parks usage. Park garbage and litter volumes remain high and waste management continues to be a challenge, particularly in destination parks.

Analysis of the park waste collection program indicates that 193 tonnes of garbage and litter were collected from parks during the first three quarters of 2021. This is compared to 153 tonnes for the same period in 2020, and represents a 20% increase in parks waste over the already higher-than-usual volumes last year.

The launch of the District's drinking in parks pilot in mid-2020 prompted a small-scale recycling initiative in the pilot area of Millennium Park. The recycling pilot was restricted to bottles and cans, which are part of an EPR program for beverage containers and can be exchanged for a deposit refund at a bottle depot. The pilot bins had relatively low servicing requirements by District staff because members of the public regularly accessed the bins to collect the deposit beverage containers, presumably to return for refund. As a result, the District did not incur additional servicing or recycling processing costs during the pilot period. Although the bottle and can recycling pilot was successful, it did not result in a measurable decrease to garbage volumes in the target area. In 2021, staff

will continue to test bottle and can recycling opportunities that coincide with the District's drinking in parks pilot.

The District continues to expand the dog waste diversion program with an additional five dog waste receptacles installed in 2021 for a total of 36 receptacles. These distinctively marked red bins are very well received by the community. As of August 30, 2021, the program has diverted nearly 47 cubic meters of dog waste from the landfill, a 19% increase from the same period in 2020.

Special Events & Community Programming

In addition to core collection services, the Solid Waste Utility supports a number of community programs to encourage waste reduction. The District continued to offer this programming where it was possible to introduce COVID-19 protocols to keep participants and volunteers safe.

Student Video Contest

The sixth annual Student Video Contest launched in February 2021 with the theme "We Can Green Can!" This theme coincided with the back to basics messaging in the solid waste utility and acted as a reminder about the importance of using the Green Can to keep food scraps out of the landfill. WCS, the District's residential contractor, generously sponsored this year's contest by providing \$1,000 in cash prizes. Over 100 students registered for the contest and the District received 35 video submissions. New this year, the winning videos were screened to a public audience as part of a food waste reduction talk hosted by the West Vancouver Memorial Library (WVML). The Student Video Contest continues to be a popular program, engaging District residents in waste reduction, water conservation, and active transportation. Another contest is planned for spring 2022.

Repair Cafés

Repair Cafés are free community events that bring people together to learn how to fix household items (including electronics, small appliances, textiles, jewelry, bikes, and woodwork) with the help of experienced volunteers.

In September 2020, the District piloted its first Repair Café event in partnership with the WVML. In 2021, the District hosted three Repair Cafés at the WVML Readers' Rooftop (outdoor patio). Community members brought over 100 broken items to repair at these events instead of sending them to the landfill. Repair Cafés promote community engagement and waste reduction in the District. These events tie in with WVML's Climate Futures program and are well-received by participants and the community. These repair initiatives are anticipated to continue in 2022.

Clean Shoreline Community Designation and Litter Clean Up Events

The District has been a Clean Shoreline Community partner with non-profit OceanWise since 2018. Through this partnership, the District hosts two local litter clean up events annually and supports a number of additional independent shoreline clean up events organized by community volunteers throughout the year.

In 2021, the District hosted two Mayor's Community Cleanup events (spring and fall). Households, businesses, community groups, and schools were invited to register small teams for the event (in compliance with COVID-19 protocols) and collect litter in their own neighbourhoods. Registered household teams were provided with free cleanup kits containing a Love West Van reusable tote bag, gloves, garbage bags, and a complimentary extra garbage bag for curbside collection. Over 100 teams registered and participants collected an estimated 400 kg of litter during the week-long event. Community cleanup events are anticipated to continue in 2022.

Summer Outreach Staff Pilot

New in 2020, the District hired two Engineering Outreach Assistants and tasked these summer staff with developing waste reduction education materials and conducting community outreach across the District. Approximately 70% of residents regularly use the District's Green Can program to divert their food scraps from the garbage. This summer's outreach program focused on further encouraging use of the residential Green Can, and educating residents and visitors about proper sorting of their streetside recycling.

Outreach staff set up their booth in 16 locations across the District and staff engaged with over 200 residents about waste reduction. Staff also surveyed streetside recycling bin users to provide recommendations for improving streetside recycling bin signage, with a goal of reducing contamination and increasing recycling. Staff consider the pilot program a success, and plan to continue the initiative in summer 2022.

Harmony Arts Zero Waste Stations

The Solid Waste Utility has supported waste reduction at District large-scale special events for many years. The majority of the District's special events had been cancelled or postponed in 2020-2021 due to COVID-19. However, when Harmony Arts Festival was able to proceed in August 2021, the utility provided funding support to ensure zero waste stations were available at the event.

Civic Building Collection Program

Since mid-2018, staff and visitors to all civic buildings have had consistent opportunities to separate their paper, containers and organics for recycling using standardized bins with signage.

When District facilities reduced operating hours at select civic sites in early 2020 in response to COVID-19, staff implemented a corresponding reduction to collection service levels. As regular activities resume and occupancy at District facilities increases this fall, collection service has been reinstated as necessary.

North Shore Recycling Area Drop-off Depot

In April 2021, Metro Vancouver's Board approved new funding approach to replace the past system of apportioning depot costs to participating municipalities including the District. The updated funding strategy incorporates the cost of the Metro Vancouver recycling depots into regional garbage tipping fees rather than billing participating municipalities annually.

In September 2021, Metro Vancouver announced that the North Shore recycling depot has begun to accept used motor oil as the result of a new partnership between Metro Vancouver and the BC Used Oil Management Association (BCUOMA). BCUOMA is the stewardship group responsible for the provincial EPR program for used oil and the organization contributes financially to collection and recycling of this material on the North Shore.

Metro Vancouver's North Shore Recycling Area continues to accept free drop-off and recycling for a [wide variety of materials](#), some of these on behalf of other provincial EPR programs and stewardship groups including Recycle BC (packaging and paper products), ReturnIt! (beverage containers), and ProductCare (light bulbs, paint, and household hazardous waste).

Emerging Considerations for 2022 and Beyond

The core cost drivers for solid waste utility rates in 2022 include the impact of COVID-19 on overall waste tonnages, the old municipal landfill, and continuing to draw down the reserve.

The on-going impacts of COVID-19 have shifted waste generation in many sectors. As the amount of material collected in municipal residential and public realm programs continues to trend higher-than-average, it puts upward pressure on the District's collection and disposal costs. The old municipal Hugo Ray Landfill, while closed, does remain a liability that the District must manage and maintain. Since 2014, Solid Waste Utility had built up a Reserve that can continue to be drawn down – per the Five-Year

Financial Plan – in order to off-set rate increases that might otherwise be necessary to address rising costs.

Another emerging consideration that may affect the solid waste utility moving forward is the evolution of waste prevention initiatives.

In 2021, Metro Vancouver initiated a process to update the regional ISWRMP. The process will take place over the next 2-3 years. The District will support the development of the updated plan, which is expected to build on the strengths of the current ISWRMP while identifying opportunities for accelerated waste reduction and diversion, reducing greenhouse gases and promoting a 'circular economy'.

The ecosystem of solid waste management gets increasingly complex as municipal waste managers seek to move up the waste prevention hierarchy and toward upstream waste prevention measures such as repair, reuse and reduction. As the scope of

waste services evolves, the result is programming that more often pushes against traditional boundaries of municipal government, as well as bumping into private sector or commercial economic challenges and barriers not historically addressed through municipal solid waste utilities.



Figure 1 Waste Prevention Hierarchy

New waste prevention or recycling programs can be complex and costly. The impact of investments in these programs or initiatives is more often difficult to measure, particularly in sectors where the municipality is not responsible for collection. Some initiatives may be worthwhile, but achieve only small incremental increases to waste diversion.

Specific emerging issues that may warrant future study and subsequent consideration by Council include expansion of provincial EPR program for PPP to include the public realm and on-going activity related to single-use item reduction regulations. These are described in greater detail below.

Provincial EPR for PPP to include public realm funding

The provincial Recycling Regulation and EPR program for PPP requires that producers assume responsibility for the management of PPP recycling services in parks and streetscape. Since 2019, MOECCS has been working with Recycle BC, the stewardship group for PPP, to amend their stewardship plan to fulfill this requirement. Recycle BC has indicated that they will prepare a financial offer to support the provision of municipal PPP collection in parks and on the streetscape, funded by the producers of PPP materials commonly collected in the District's public realm

containers. An offer was expected in 2020, but the Ministry approved a deferral due to COVID-19.

In August 2021, Recycle BC submitted a proposed financial offering to MOEECS for consideration; however, the submission is not yet public and no further detail is available at this time. A future financial incentive could help to offset public realm recycling collection costs, should the District be able to fulfill contractual requirements of the anticipated offer.

Single-use Item Reduction Regulations

Staff initiated work on a local Single-use Item Reduction strategy in fall 2019 in response to Council direction earlier that year. As staff prepared to report back to Council on initial findings from business engagement in March 2020, escalating concerns about the COVID-19 pandemic put the project on hold, where it remains. However, staff continue to monitor this topic.

The impacts of COVID-19 on local businesses continue to be substantial, both financially and operationally as businesses respond to direction from public health officials. Although the current Public Health Orders allow for it, many local businesses have not yet reinstated programs encouraging customers to use reusable bags, mugs, etc., which were initially postponed to help minimize risks to their staff during the pandemic.

Higher levels of governments continue to signal publicly the intention to introduce additional regulations targeting single-use items at the provincial or federal level.

Federally, the Government of Canada continues to take steps toward the introduction of national regulations including a proposed ban of select single-use items by the end of 2021. In May 2021, so-called "plastic manufactured items" were added to Schedule 1 to the Canadian Environmental Protection Act, 1999 (CEPA). This major step enables the Government of Canada to move forward with regulatory and other actions. In August 2021, the Government released a report on engagement regarding its proposed single-use item regulations.

Provincially, MOEECS remains committed to adding a wider variety of single-use items to the EPR program for PPP (including straws, utensils, and other packaging-like items as well as select single-use products) effective January 2023. The addition of these items as PPP is expected to improve recycling options available for them. The Minister has also fulfilled the stated commitment to amend the Community Charter to enable local governments to adopt bylaws regulating distribution of single-use items without submitting those bylaws for provincial approval. A Ministerial Order issued on July 27, 2021 confirmed the amendments to the Community Charter. Additionally, the Minister introduced an amendment on October 26, 2021 to BC's Environmental Protection Act that, if adopted, would

provide the legal framework for MOECCS to implement province-wide regulations that phase out select single-use plastic products and packaging.

Regionally, Metro Vancouver is in the process of establishing regional guidelines for municipal single-use item bylaws that are informed by the specifications in the recent Ministerial Order. The guideline document is intended to serve as a tool that enables municipal governments seeking to introduce local single-use item regulations to align with other Metro Vancouver municipalities.

Businesses that operate in multiple local jurisdictions benefit from consistency across those jurisdictions, whether this is at the regional, provincial or federal level. Consistent regulations are easier to understand, communicate to customers and generally encourage compliance.

BC municipalities that have approved bylaws regulating the distribution of single-use items continue to postpone implementation and enforcement of those regulations, in light of COVID-19 impacts. However, some are preparing to resume education campaigns and engagement.

7.2 Sustainability

The District is committed to regional waste reduction targets outlined in the ISWRMP and additional local targets as establish in the CEEP.

The anticipated work plan for the 2022 Solid Waste Utility includes initiatives that closely reflect CEEP recommendations and Council's strategic priorities.

The CEEP does not include objectives related to waste reduction initiatives in the public realm, however the consolidation of solid waste activities within the Solid Waste Utility provides the opportunity to reflect waste reduction principles in public space waste collection programs.

7.3 Public Engagement and Outreach

Staff apply the District's Community Outreach and Engagement Policy when communicating and engaging with residents on issues pertaining to the Solid Waste Utility.

7.4 Other Communication, Consultation, and Research

Although presented by the District's Engineering Department, this report and the proposed solid waste activities within the Solid Waste Utility are a collaborative effort representing contributions from staff in the District's Parks, Culture & Community Services Division; the Facilities Department of the Corporate Services Division; the Financial Services Division; and staff from Metro Vancouver's Solid Waste Services Division.

Financial information from this report and other reports pertaining to the Solid Waste Utility are included as part of communications related to overall District Budget process.

8.0 Options

8.1 Recommended Option

THAT

1. Solid Waste Utility fees be adjusted for 2022 to the amounts set out in Schedule A of the proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021" as attached; and
2. Proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021" be read a first, second and third time.

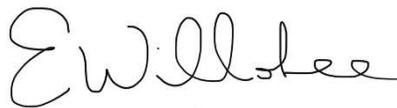
8.2 Considered Options

No other options were considered.

9.0 Conclusion

This report provides an update on activities within the Solid Waste Utility and recommends a fee structure for 2022.

Author:



Emily Willobee, Manager, Engineering Services

Concurrence



Isabel Gordon, Director, Financial Services

Appendix A: Five-year Financial Plan

Appendix B: Proposed "Solid Waste Utility Bylaw No. 4740, 2012, Amendment Bylaw No. 5150, 2021"

SOLID WASTE 5 YEAR FINANCIAL PLAN - (2022-2026)

	2021 PROPOSED	2021 FORECAST	2022 PROPOSED	2023 PROPOSED	2024 PROPOSED	2025 PROPOSED	2026 PROPOSED
USER RATES (NET OF DISCOUNT)							
METRO VANCOUVER TIPPING FEE (PER TONNE)							
Garbage	\$120.00	\$117.00	\$121.00	\$128.00	\$135.00	\$142.00	\$149.00
Yard Trimmings/Organics	\$115.00	\$100.00	\$102.00	\$106.09	\$109.27	\$112.55	\$115.93
WASTE FEE (SF)	\$ 204.38	\$ 204.38	\$ 220.73	\$ 233.97	\$ 248.01	\$ 255.45	\$ 263.12
PUBLIC REALM REFUSE FEE (SF&MF)	\$ 48.05	\$ 48.05	\$ 53.82	\$ 60.27	\$ 66.30	\$ 72.93	\$ 78.77
	\$ 252.43	\$ 252.43	\$ 274.55	\$ 294.24	\$ 314.31	\$ 328.38	\$ 341.89
SINGLE FAMILY SOLID WASTE FEE			9%	7%	7%	4%	4%
MULTI-FAMILY SOLID WASTE FEE			12%	12%	10%	10%	8%
REVENUES							
Quarterly - Waste Fee	\$2,618,100	\$2,613,100	\$2,773,000	\$2,939,400	\$3,115,800	\$3,209,300	\$3,305,500
Quarterly - Public Realm Refuse Fee	\$926,852	\$926,852	\$1,020,500	\$1,146,900	\$1,261,600	\$1,387,700	\$1,498,800
Tag Sales	\$10,000	\$15,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000
TOTAL SOLID WASTE REVENUE	\$3,554,952	\$3,554,952	\$3,805,500	\$4,098,300	\$4,389,400	\$4,609,000	\$4,816,300
EXPENDITURES							
WASTE (GARBAGE AND ORGANICS)							
Administration	\$302,465	\$302,956	\$310,600	\$314,300	\$318,000	\$321,800	\$325,700
Garbage - Collection Contract	\$560,336	\$541,863	\$540,500	\$551,300	\$562,400	\$573,600	\$585,100
Garbage - Tipping Fees	\$346,471	\$340,763	\$356,500	\$377,100	\$397,800	\$418,400	\$439,000
Organics - Collection Contract	\$1,073,677	\$1,043,365	\$1,033,500	\$1,054,200	\$1,075,300	\$1,096,700	\$1,118,700
Organics - Tipping Fees	\$624,000	\$543,996	\$646,400	\$672,300	\$692,400	\$713,200	\$734,600
Hugo Ray - Landfill Monitoring	\$42,000	\$62,000	\$66,800	\$67,544	\$68,273	\$69,007	\$69,745
	\$2,948,950	\$2,834,943	\$2,954,300	\$3,036,744	\$3,114,173	\$3,192,707	\$3,272,845
PUBLIC REALM REFUSE							
Administration	\$222,065	\$221,065	\$226,500	\$230,200	\$233,900	\$237,700	\$241,600
Civic Buildings Program	\$188,175	\$100,000	\$124,000	\$126,500	\$129,000	\$131,600	\$134,200
Parks & Streetscapes Program	\$878,529	\$980,002	\$998,400	\$978,681	\$1,002,579	\$1,027,163	\$1,052,347
North Shore Recycling Area	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Zero Waste Initiatives	\$66,000	\$45,000	\$69,000	\$70,380	\$71,788	\$73,223	\$74,688
	\$1,354,768	\$1,346,067	\$1,417,900	\$1,405,761	\$1,437,267	\$1,469,686	\$1,502,835
CAPITAL							
	\$20,000	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL SOLID WASTE EXPENDITURE	\$4,323,718	\$4,181,010	\$4,372,200	\$4,442,505	\$4,551,440	\$4,662,393	\$4,775,680
FINAL NET REVENUE	-\$ (768,766)	-\$ (626,057)	-\$ (566,700)	-\$ (344,205)	-\$ (162,040)	-\$ (53,393)	\$40,620
SOLID WASTE RESERVE							
Opening Balance	\$2,934,360	\$2,838,277	\$2,212,220	\$1,645,520	\$1,301,314	\$1,139,274	\$1,085,881
Current Net Revenue	-\$ (768,766)	-\$ (626,057)	-\$ (566,700)	-\$ (344,205)	-\$ (162,040)	-\$ (53,393)	\$40,620
Closing Balance	\$2,165,594	\$2,212,220	\$1,645,520	\$1,301,314	\$1,139,274	\$1,085,881	\$1,126,501

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District of West Vancouver

**Solid Waste Utility Bylaw
Bylaw No 4740, 2012,
Amendment Bylaw No. 5150, 2021**

Effective Date:

Solid Waste Utility Bylaw No 4740, 2012, Amendment Bylaw No. 5150, 2021

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District of West Vancouver

Solid Waste Utility Bylaw No 4740, 2012, Amendment Bylaw No. 5150, 2021

A bylaw to provide for the operation and management of a solid waste utility.

Previous amendments: *Amendment Bylaw 4835, 4863, 4923, 4954, 4996, 5036, and 5092.*

WHEREAS Section 8(3)(a) of the *Community Charter* authorizes Council to regulate, prohibit and impose requirements in relation to municipal services;

AND WHEREAS Section 8(3)(h) of the *Community Charter* authorizes Council to regulate, prohibit and impose requirements in relation to the protection and enhancement of the well-being of its community in relation to nuisances, disturbances and other objectionable situations;

AND WHEREAS Metro Vancouver, at the direction and the approval of the Provincial Government adopted a Solid Waste Management Plan;

AND WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to provide for a Solid Waste Utility;

NOW THEREFORE, the Council of the District of West Vancouver enacts as follows:

Part 1 Citation

- 1.1 This bylaw may be cited as Solid Waste Utility Bylaw No 4740, 2012, Amendment Bylaw No. 5150 2021.

Part 2 Severability

- 2.1 If a portion of this bylaw is held invalid by a Court of competent jurisdiction, then the invalid portion must be severed and the remainder of this bylaw is deemed to have been adopted without the severed section, subsection, paragraph, subparagraph, clause or phrase.

Part 3 Amendments

3.1 **Part 11 Billing and Payment** is amended by:

3.1.1 Renumbering 11.1.2 as 11.1.3

3.1.2 Adding new section 11.1.2 as follows:

11.1.2 Notwithstanding 11.1.1 and should the Engineer investigate and deem it not feasible to provide municipal yard waste collection service to a property, the owner of that property shall pay a solid waste utility fee for “garbage only” collection as set out in Schedule A.

3.2 **Schedule A – Solid Waste Utility Fees** is amended by:

3.2.1 Replacing Schedule A in its entirety with the new Schedule A attached hereto.

Part 4 Effective Date

4.1 Solid Waste Utility Bylaw No 4740, 2012, Amendment Bylaw No. 5150 2021 will be effective on January 1, 2022.

Schedules

Schedule A – Solid Waste Utility Fees

READ A FIRST TIME on

READ A SECOND TIME on

READ A THIRD TIME on

ADOPTED by the Council on

Mayor

Corporate Officer

Schedule A - Solid Waste Utility Fees

A. Solid Waste Fees billed quarterly

		Solid Waste Rates (Gross)
1.	Waste collection fee for each primary dwelling unit qualifying for the municipal single family collection service:	\$61.31
2.	Public Realm refuse fee for each primary dwelling unit qualifying for the municipal single family collection service:	\$14.95
	<i>Total</i>	\$76.26
3.	Waste collection fee for each attached secondary suite qualifying for the single family collection service:	\$ 0
4.	Public Realm refuse fee for each attached secondary suite qualifying for the single family collection service:	\$ 0
	<i>Total</i>	\$ 0
5.	Waste collection fee for each detached secondary suite qualifying for the municipal single family collection service:	\$41.27
6.	Public Realm refuse fee for each detached secondary suite qualifying for the single family collection service:	\$14.95
	<i>Total</i>	\$56.22
7.	Public Realm refuse fee for each multi-family dwelling unit:	\$14.95
	<i>Total</i>	\$14.95
8.	Recyclables collection for tax exempt non-profit properties:	\$67.63
	<i>Total</i>	\$67.63
9.	Waste collection fee for each primary dwelling unit qualifying for single family collection service but receiving “garbage only” service because the Engineer has deemed yard trimmings collection not feasible:	\$30.66

The rates outlined above are subject to a 10% discount for early payment.

B. Residential Garbage Tag

Garbage set out for collection in excess of 154 litres requires a residential garbage tag for each 77 litres of excess volume or portion thereof. Price for each tag:	\$6.00
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