

Date: November 17, 2015 **File No.:** 6500-20-Waste Management

To: North Pender Island Local Trust Committee
For the meeting of November 26, 2015

From: Justine Starke, Island Planner, Local Planning Services

CC: Robert Kojima, Regional Planning Manager

Re: Top Priority Update:
Waste & Resource Management Special Advisory Planning Commission

Background

A Waste and Resource Management Special Advisory Planning Commission has been appointed to research best practices, conduct community analysis, and give advice on the ideal locations and preferred scope of waste management that should be pursued on the Pender Islands. Specifically, the objectives include:

- To develop criteria for siting waste transfer facilities
- To inventory existing industrial land.
- To reach community consensus on the location and scope of waste management on NPI
- To map proposed locations for current/future waste management facilities.
- Collaboration with CRD to ensure a comprehensive understanding and approach.

At the September 10, 2015 LTC meeting, the LTC amended and endorsed a Terms of Reference for the Commission (see Appendix 1). The Project Charter was approved by the Local Trust Committee in April 2015. It is attached as Appendix 2.

Update

The Commission has met four times over the last three months. The first two meetings were focused on giving input into the Terms of Reference. The minutes of the meetings have been attached to LTC agenda packages and can be seen on the Islands Trust website at <http://www.islandstrust.bc.ca/islands/local-trust-areas/north-pender/projects-initiatives/waste-management/>.

The Commission has been grappling with determining what types and volumes of materials are currently being managed on the Penders. Dependable data has proven difficult to gather, although the Pender Island Recycling Society has offered detailed information on the types and volumes of materials it handles. Some waste management operators have not been forthcoming with sharing information that they consider proprietary. A similar response from operators was reported by CRD in their own efforts to ascertain information on materials and volumes in other regions of the CRD. The commission has asked for the assistance of CRD staff for developing other methods of estimating materials and volumes (this works towards answering the question of “what” in the Terms of Reference).

In accordance with the work plan, the Commission has set up a subcommittee to consult with stakeholders. A survey was designed but at the time of writing had not been finalized and may be reconceived. There is concern that the survey would not be effective without participation by all the main operators. The Commission needs to determine what it actually needs to know from operators - for example, how a waste and resource transfer site might best serve their needs as well as facilitate meeting the goals of CRD of 70% diversion by 2020.

The next meeting of the Commission is set for November 20. Staff from the Capital Regional District will be in attendance to give an overview of the role of the CRD in waste management, give an update on the Integrated Waste and Resource Management Planning process, and answer questions from the Commissioners. To prepare for this meeting, commissioners have been tasked with reading the background technical memos that are informing the Integrated Planning Process. Some commissioners sent questions ahead of time to CRD staff. WRMC Chair Montague will provide an update to the LTCs following the November 20th meeting and will submit it as a late item for the November 26th LTC meeting.

Timeline and Budget

The timeline and budget that was attached to the project charter and the work plan in the Terms of Reference are in need of amending. The work of the Commission has developed differently than the originally conceived plan, and the Commission has needed more meetings than was anticipated. At the outset, the Commission spent two meetings reviewing the Terms of Reference, which was not a task originally in the work plan. The need for additional meetings is not surprising – the work that has been assigned to the Commission is substantial. Staff suggest extending the timeline until September 2016 to accommodate the pace of the Commission's work.

The budget sources for this project have been supplemented by the South Pender Island Local Trust Committee committing \$1000 to this project for the 2016-17 fiscal. The North Pender Island Local Trust Committee has requested \$7000 be allocated to this project for the 2016-17 fiscal year (this amount has yet to be confirmed by Trust Council).

Originally, the budget for the Commission to undertake its work was set at \$4,400, but the actual costs of the meetings have come in under what was budgeted. Meeting costs include venue rental and minute taking services. Light refreshments are anticipated in the Terms of Reference and may be provided at some meetings. Commission meetings to date have cost \$1,363 (around \$270 each). The forecasted budget for remaining meetings has taken these actual costs into account and added a contingency – future meetings have thus been estimated at \$350 each, with the three public consultation meetings estimated at \$500 each. The budget in the project charter has been updated to reflect the additional meetings, additional funding streams, and actual costs to date.

Please see appendix 1 for an amended timeline (with the changes tracked). Appendix 2 has the Terms of Reference with an updated Schedule 1 (Commission Work Plan). Appendix 3 has the amended Project Charter (version 2) with the updated budget information and amended timeline included.

Recommendations

1. THAT the North Pender Island Local Trust Committee endorse the amended Project Charter V.2 dated November 26, 2015 (Land Use Planning For Waste Management).
2. THAT the North Pender Island Local Trust Committee amend Schedule 1 (Commission Work Plan) of the Terms of Reference (approved September 10, 2015) with the updated timeline in Version 2 of the Project Charter.

Prepared and Submitted by:

Justine Starke, Island Planner
Local Planning Services

November 18, 2015

Name, Title
Concurred in by:

Date



November 19, 2015

Robert Kojima
Regional Planning Manager

Date

Attachments:

Appendix 1 Amended Timeline with Changes Tracked

Appendix 2: Terms of Reference with updated Schedule 1 (Commission Work Plan)

Appendix 3: Project Charter Version 2

SCHEDULE 1: COMMISSION WORK PLAN
Updated November 26, 2015

PROJECT CHARTER WORK PLAN OVERVIEW		
Meeting	Deliverable/Milestone	Target Date
COMMISSION Meeting #1	<p><u>Inaugural meeting of the Commission – Review Terms of Reference and make recommendations for amendments.</u></p> <p>Inaugural meeting of Commission – Background presentations and orientation by CRD and Islands Trust staff. Develop understanding of task, terms of reference for the work, and best practices in the literature for achieving goals. Aligns with deliverable 4(a) in the ToR.</p>	<p>August/Sept, 2015</p> <p><u>August 18, 2015</u></p>
COMMISSION Meeting #2	<p><u>Continue Terms of Reference review. Develop understanding of task, terms of reference for the work, and best practices in the literature for achieving goals.</u></p> <p>Review inventory of existing industrial land and land used for waste management activities (basic information provided by staff). Appoint a subcommittee to meet with the agreed upon targeted stakeholders, as needed. Discuss and agree on objectives and preferred outcomes of the stakeholder meetings. Summaries of the stakeholder meetings will be compiled and reviewed by the Commission in a subsequent meeting.</p>	<p>September, 2015</p> <p><u>August 27, 2015</u></p>
Community Engagement Session #1:	<p><u>Understanding Waste Management – Roles and Responsibilities (with technical assistance from CRD staff, possible conducted as a joint consultation event). Third party facilitation (either a consultant or staff led, or with a volunteer facilitator from North Pender Island).</u></p>	November, 2015
COMMISSION Meeting # 3:	<p><u>Appoint a subcommittee to meet with the agreed upon targeted stakeholders, as needed. Discuss and agree on objectives and preferred outcomes of the stakeholder meetings. Overview of Pender Island Recycling Society, and discussion of materials – WHAT.</u></p> <p>Review summaries of stakeholder meetings and community engagement session #1. Brainstorm recommendations for what the scope of waste management should be on North Pender Island (what uses should be permitted by zoning?). Develop draft criteria for the siting of waste transfer facilities and begin to consider what the intent behind any new zoning regulations should be. Prepare to present these preliminary findings for feedback at Community Engagement Session #2.</p>	<p>December, 2015</p> <p><u>September 16, 2015</u></p>
Community Engagement Session #2:	<p><u>Presentation by Commission on preliminary (draft) recommendations for siting waste transfer facilities, as well as proposed uses (scope) to be permitted by zoning on NPI. Small group discussion of findings; participatory process to scope and define waste management on North Pender Island. Includes Community Survey either before, after or during session. Potentially to include a discussion of CRD role/approach to regulating operations.</u></p>	January, 2015
COMMISSION Meeting #4:	<p><u>Continue discussion of what materials are handled on the Penders and survey for stakeholders and operators.</u></p> <p>Review results of community process/input to date. Refine/revise preliminary recommendations for scope and criteria. Discuss and prepare for Community Engagement Session #3.</p>	<p>October, 16 2015</p> <p>February, 2016</p>
COMMISSION Meeting #5: Community Engagement Session #3:	<p><u>Orientation by CRD staff to the role of the CRD in waste management.</u></p> <p>Presentation of revised recommendations, apply criteria for siting waste transfer facilities, inventory of Industrial land and existing waste transfer sites. Group process to evaluate according to criteria. Community mapping exercise to identify eligible land for waste transfer facilities. Could benefit from professional facilitator, community mapper.</p>	<p>November 20, 2015</p> <p>March, 2016</p>

COMMISSION Meeting # 6:	Agree on preliminary recommendations for what the scope of waste management should be on the Pender Islands (what uses should be permitted by zoning?). This includes a summary of WHAT materials should be managed. Review summary of findings from community engagement session, revise/refine recommendations, delegate/assign report writing.	November 27, 2015 May, 2016
COMMISSION Meeting # 7:	Develop draft criteria for the siting of waste transfer facilities and begin to consider what land use regulations should be in any new waste management zone. This is the foundation for later discussion on WHERE waste management should occur. Prepare to present these preliminary findings for feedback at Community Engagement Session #1 (to occur in early February, 2016). Review draft report, direct changes, finalize recommendations.	December 14, 2016 June, 2016
COMMISSION Meeting #8:	Narrow the scope of waste management (land uses) and refine draft criteria for land characteristics. Plan and prepare for February Community consultation.	January 15, 2015
Community Engagement Session #1:	Understanding Waste Management – Roles and Responsibilities (possibly with participation by CRD staff). Presentation of types of materials (WHAT), proposed uses to be regulated in zoning, and draft criteria for siting waste management facilities. Format of consultation session to be decided by the Commission with assistance from IT staff.	February 12 2015
NPI LTC	Chair of Commission to present Draft Report to Local Trust Committee at regular business meeting. Invite feedback.	June, 2016
COMMISSION Meeting # 8:9:	Review results of community process/input to date. Refine/revise preliminary recommendations for scope and criteria (WHAT and WHERE). Discuss and prepare for Community Engagement Session #2. Final revisions to report, if required.	July, 2016 March 14, 2016
Community Engagement Session #2:	Presentation by Commission on preliminary (draft) recommendations for land use and siting: criteria for siting waste transfer facilities, as well as proposed uses (scope) to be permitted by zoning on NPI. Small group discussion of findings; participatory process to scope and define waste management on North Pender Island to gather input. May include a community survey either before, after or during session. Potentially to May include a discussion of CRD role/approach to regulating operations.	May 16, 2016
COMMISSION Meeting #10:	Review inventory of existing industrial land and land used for waste management activities (basic information provided by staff). Review results of community process/input to date. Refine/revise preliminary recommendations for land use and criteria for siting. Discuss and prepare for Community Engagement Session #3. Community session will assess land according to this criteria.	June ?, 2016 *Date TBD
Community Engagement Session #3:	May include a community mapping exercise to identify eligible land for waste transfer facilities. Presentation of revised recommendations, participatory process to apply criteria for siting to the inventory of Industrial land and existing waste transfer sites. Group process to evaluate according to criteria. Could benefit from professional facilitator, community mapper.	July 11, 2015
COMMISSION Meeting #11:	Review summary of findings from community engagement session, revise/refine recommendations on WHAT, WHERE, and HOW. Refine recommendations on regulatory changes – OCP polices for the future, and LUB changes to address current needs. Delegate/assign report writing.	July X, 2016 *Date TBD
COMMISSION Meeting #12:	Review draft report, direct changes, finalize recommendations.	August X, 2015 *Date TBD
NPI LTC	Chair of Commission to present Final Report to Local Trust Committee at regular business meeting.	September 22, 2016



APPROVED

September 10 2015

PENDER ISLAND(S) WASTE AND RESOURCE MANAGEMENT COMMISSION

TERMS OF REFERENCE

BACKGROUND

Both North and South Pender Islands have a need for appropriate and permanent location(s) to manage solid discarded materials, including waste, recycling, and reusable waste – “resources.” While there is appropriate zoning for the North Pender Island Recycling Facility on Otter Bay Road, there does not exist an appropriate zone designation on North or South Pender Islands for other types of waste/resource storage and transfer. Historically, waste management has operated in contravention of land use bylaw regulations or been permitted under the authority of Temporary Use Permits. New Capital Regional District restrictions on food waste at Hartland Landfill may require consideration of community composting facilities. Land use regulations should be drafted with the recognition that sites chosen for solid waste/resource storage and transfer may also need to be suitable for locating organic waste materials. The CRD is undergoing a regional process to update its “Integrated Solid Waste and Resource Management Plan,” which may offer opportunities for a coordinated approach. The Pender Island(s) Waste and Resource Management Commission (referred to in this document as “the Commission”) is appointed to represent the local North and South Pender Island communities; the intent is to ensure the process to develop land use policy and regulations for waste/resource storage and transfer is steered by the community itself.

1. The Commission will be advisory to the North Pender Island Local Trust Committee; it is authorized as a Special Advisory Planning Commission under the *North Pender Island Local Trust Committee Advisory Planning Commission Bylaw 166*, as amended by Bylaw 200. All advice given to the North Pender Island Local Trust Committee will also be shared with the South Pender Local Trust Committee at the same time.
2. The North Pender Island Local Trust Committee shall by resolution appoint up to 11 members to the Commission.
3. A quorum for a meeting shall be 50% of the members appointed.
4. All Commission deliberations must take place at a meeting of the Commission, and such meetings must be minuted and open to the public.
3. Each Commission meeting agenda will make provision for 20 minutes at the beginning of the meeting to receive comment from the public on agenda items for that meeting. The Commission meetings themselves are not intended to be community consultation events, and in the interest of time and agenda management, the Chair may limit community input during the Commission meetings. The Commission will be hosting additional events specifically designed for public input.
4. The Commission will consider community advice in making its final recommendations, while also recognizing that the Islands Trust has authority over land use; all recommendations in respect of operations and service provision (particularly by the Capital Regional District) will be in the form of broad policy objectives or advocacy under Section 878(2) of the Local Government Act.
5. The role of Commission is to identify the questions and give answers needed to address the following points in land use policy, bylaw regulation, and advocacy:
 - a) WHAT discarded materials are to be considered in the work of Commission;

- b) WHERE discarded materials are to be sorted, stored and transferred, and also may include recommendations on appropriate locations and regulations for the processing of organics on North Pender and South Pender Islands;
 - c) HOW the services to collect, sort, store, and transfer discarded materials may be provided. This may include recommendations on how the waste/resource operations are regulated and provided, whether by private local operators, land owners, not-for-profit organizations, regional district services, or by a combination of approaches.
6. The Commission shall, as part of its review, with assistance from Islands Trust staff, address the following:
- a) Background research, context, best practices, and lessons learned.
 - b) Consider the elements of the solid waste and resource stream and make recommendations on the scope of waste & resource management – for example, what types of materials should be stored, transferred, or processed on Pender Island(s). The processing of organic materials could be included in this review.
 - c) Inventory existing industrial land and land previously, currently, and potentially used for waste management activities, including the existing recycling facilities.
 - d) Consult with target stakeholders (including, but not exclusively, waste management operators and industrial land owners).
 - e) Facilitate and participate in community consultation events aimed at reaching community consensus on the location and scope of waste management on the Penders.
 - f) Develop criteria for the siting of waste and resource management facilities.
 - g) Evaluate land/sites according to research and criteria. Identify any new sites.
 - h) Make recommendations for any new Official Community Plan policies and Land Use Bylaw regulations for waste and resource management on the Penders,
 - i) Make recommendations for where to locate current/future waste transfer facilities.
 - j) Provide recommendations to the Capital Regional District on the Integrated Waste and Resource Management Plan.
 - k) Present recommendations in a final report to the North Pender Island Local Trust Committee in accordance with the timelines shown in Schedule 1.
7. The Commission shall elect a Chairperson at its first meeting.
8. The Chairperson should ensure the Commission considers the issues from an enlarged perspective aimed at solutions for the community as a whole.
9. The Chairperson should ensure, to the best of their knowledge and ability, that any options or recommendations are consistent with:
- a) The Goals (“principles”) of the Official Community Plan;
 - b) the Object of the Islands Trust;
 - c) the policies of the Islands Trust Policy Statement;
 - d) the statutory authority of the Local Trust Committee;
 - e) Islands Trust’s policies and procedures;
 - f) generally accepted good planning principles.
10. The Chairperson, with assistance from the Deputy Chairperson and secretary, shall be responsible for:
- a) Organizing meetings;
 - b) developing and distributing meeting agendas to Commission members (and copied to Islands Trust staff);
 - c) communicating with North Pender and South Pender trustees and Islands Trust staff at each stage.

11. The Chairperson is responsible for:
 - a) Leading and facilitating discussion at the meeting(s);
 - b) ensuring that all points of view are heard;
 - c) ensuring that good order and civility are maintained at meetings and that deliberations are conducted with objectivity;
 - d) ensuring that discussion is relevant and addresses the questions laid out in this terms of reference;
 - e) ensuring the meetings are conducted efficiently and that progress is made in accordance with the timelines established by the work plan attached as Schedule 1.
12. After approval of the agenda at the beginning of each meeting, Commissioners must disclose any conflict of interest the Commissioner may have in respect of agenda items for that meeting. Both the fact of the declared conflict and the nature of the conflict shall be recorded in the meeting minutes. Given the goals of the Commission, the Local Trust Committee is satisfied that this provides an adequate level of procedural fairness.
13. Costs should be limited to rental of the meeting hall, secretarial services, materials such as paper and markers, and light refreshments.
14. At least 2/3 of Commission members shall be residents of the North Pender Island Local Trust Area and the remainder shall be residents of the South Pender Local Trust Area.
15. The Chairperson of the North Pender Island Advisory Planning Commission (NPI APC) or their delegate shall sit as an ex-officio member of the Commission.
16. The Capital Regional District Director for the Southern Gulf Islands shall be invited to participate in a resource capacity in order to provide coordination with the CRD Integrated Solid Waste and Resource Management Plan review.
17. A member of the North Pender Island Local Trust Committee and a member of the South Pender Island Local Trust Committee may be invited to participate in a resource capacity.
18. Islands Trust and Capital Regional District staff may be invited to serve as resources at any meeting. As well, Islands Trust staff will provide any available technical information required for the Commission to carry out its review.

SCHEDULE 1: COMMISSION WORK PLAN
Updated November 26, 2015

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COMMISSION Meeting #2	Continue Terms of Reference review. Develop understanding of task, terms of reference for the work, and best practices in the literature for achieving goals.	August 27, 2015
COMMISSION Meeting # 3:	Appoint a subcommittee to meet with the agreed upon targeted stakeholders, as needed. Discuss and agree on objectives and preferred outcomes of the stakeholder meetings. Overview of Pender Island Recycling Society, and discussion of materials – WHAT.	September 16, 2015
COMMISSION Meeting #4:	Continue discussion of what materials are handled on the Penders and survey for stakeholders and operators.	October, 16 2015
COMMISSION Meeting #5:	Orientation by CRD staff to the role of the CRD in waste management.	November 20, 2015
COMMISSION Meeting # 6:	Agree on preliminary recommendations for what the scope of waste management should be on the Pender Islands (what uses should be permitted by zoning?). This includes a summary of WHAT materials should be managed.	November 27, 2015
COMMISSION Meeting # 7:	Develop draft criteria for the siting of waste transfer facilities and begin to consider what land use regulations should be in any new waste management zone. This is the foundation for later discussion on WHERE waste management should occur. Prepare to present these preliminary findings for feedback at Community Engagement Session #1 (to occur in early February, 2016).	December 14, 2016
COMMISSION Meeting #8:	Narrow the scope of waste management (land uses) and refine draft criteria for land characteristics. Plan and prepare for February Community consultation.	January 15, 2015
Community Engagement Session #1:	Understanding Waste Management – Roles and Responsibilities (possibly with participation by CRD staff). Presentation of types of materials (WHAT), proposed uses to be regulated in zoning, and draft criteria for siting waste management facilities. Format of consultation session to be decided by the Commission with assistance from IT staff.	February 12 2015
COMMISSION Meeting # 9:	Review results of community process/input to date. Refine/revise preliminary recommendations for scope and criteria (WHAT and WHERE). Discuss and prepare for Community Engagement Session #2.	March 14, 2016
Community Engagement Session #2:	Presentation by Commission on preliminary (draft) recommendations for land use and siting: criteria for siting waste transfer facilities, as well as proposed uses to be permitted by zoning on NPI. Small group discussion of findings; participatory process to gather input. May include a	May 16, 2016

	community survey either before, after or during session. May include a discussion of CRD role/approach to regulating operations.	
COMMISSION Meeting #10:	Review inventory of existing industrial land and land used for waste management activities (basic information provided by staff). Review results of community process/input to date. Refine/revise preliminary recommendations for land use and criteria for siting. Discuss and prepare for Community Engagement Session #3. Community session will assess land according to this criteria.	June ?, 2016 *Date TBD
Community Engagement Session #3:	May include a community mapping exercise to identify eligible land for waste transfer facilities. Presentation of revised recommendations, participatory process to apply criteria for siting to the inventory of Industrial land and existing waste transfer sites. Group process to evaluate according to criteria. Could benefit from professional facilitator, community mapper.	July 11, 2015
COMMISSION Meeting #11:	Review summary of findings from community engagement session, revise/refine recommendations on WHAT, WHERE, and HOW. Refine recommendations on regulatory changes – OCP policies for the future, and LUB changes to address current needs. Delegate/assign report writing.	July X, 2016 *Date TBD
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NPI LTC	Chair of Commission to present Final Report to Local Trust Committee at regular business meeting.	September 22, 2016

Land Use Planning for Waste Management - Charter V.2

North Pender Island Local Trust Committee

Date: Nov. 26, 2015

Purpose

To identify land to be zoned for solid waste transfer facilities through an evaluation of best practices, the development of appropriate criteria, and through an inventory of existing industrial land and current WTF sites. Using a specially appointed Advisory planning Commission, to reach community consensus on the location/scope of waste management on North Pender Island.

Background

North Pender Island has a need for appropriate and permanent location(s) for solid waste management. Solid waste management has historically been provided on land without adequate zoning, sometimes operating under Temporary Use Permits, other times in contravention of the Land Use Bylaw (with the exception of the Recycling Centre which is located in the Recycling Facility (RF) zone and is a permitted use within the Land Use Bylaw). Neither the Light Industrial (I1) nor the Industrial (I2) zones in LUB 103 permit waste transfer. New CRD restrictions on food waste at Hartland Landfill require consideration of community composting facilities. The CRD is undergoing a regional process to update its Integrated Solid Waste and Resource Management Plan and offering opportunities for a coordinated approach.

Objectives

- * To develop criteria for siting waste transfer facilities
- * To inventory existing industrial land.
- * To reach community consensus on the location and scope of waste management on NPI
- * To map proposed locations for current/future waste management facilities.
- * Collaboration with CRD to ensure a comprehensive understanding and approach.

In Scope

- Define the scope of waste management uses on NPI (recycling, solid waste transfer, composting?)
- Inventory industrial zones & land currently used for waste management
- Evaluate land/sites according to research and criteria. Identify any new sites.
- Recommend OCP/LUB changes

Out of Scope

- Regulating facility operations or operating guidelines
- Waste management considerations that are outside of LTC authority for land use planning.
- Comment on specific aspects of current rezoning's/TUPs

Workplan Overview (See attached)

Project Team

Justine Starke, Island Planner	Project Manager
Special Advisory Planning Commission	Community Task Force
Lori Foster	Administrative Planning Assistant
Pamela Hafey	Communications Specialist

Budget : 2015-16: \$3250
2016-17: \$8000

Budget Source: 2015-16 NPI LTC OCP/LUB; 2016-17 SPI LTC—\$1000; 2016-17 NPI LTC request = \$7000

Fiscal	Item	Cost
2015-16/ 2016-17	12 SAPC Meetings	\$4050
2015-16/ 2016-17	3 Community engagement sessions	\$1500
	Total	\$5 550

RPM Approval:

Robert Kojima

Date: March 5, 2015

LTC Endorsement:

Resolution:

March 26, 2015

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