

**Date:** April 21, 2015

**File No.:** 6500-20-Waste  
Management

**To:** North Pender Island Local Trust Committee  
For the meeting of April 30, 2015

**From:** Justine Starke, Island Planner, Local Planning Services

**CC:** Robert Kojima, Regional Planning Manager

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**Re: Special Advisory Planning Commission Terms of Reference  
LTC Top Priority – Land Use Planning for Waste Management**

## **Background**

North Pender Island has a basic community need for appropriate and permanent location(s) for solid waste management. Solid waste management has historically been provided on land without the appropriate 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).

The goal of the project is to identify land to be zoned for solid waste transfer facilities through an evaluation of best practices, through an inventory of existing industrial land and current waste transfer sites, and through the development of regulations and appropriate criteria for siting transfer facilities.

A special Advisory Planning Commission (SAPC) has been proposed to research best practices, conduct community analysis, and reach consensus on the ideal locations and preferred scope of waste management that should be pursued on North Pender Island. The role of the Special Advisory Planning Commission is to determine appropriate locations and regulations for waste transfer facilities on North Pender Island, and make recommendations to the North Pender Island Local Trust Committee.

This report presents a draft Terms of Reference for the Special Advisory Planning Commission to the LTC for consideration (see appendix 1). The project charter for this top priority is attached as appendix 2. Note it has been amended to include a budget and refine the work plan to ensure consistency with the SAPC terms of reference.

The Special Advisory Planning Commission, with assistance from Islands Trust staff, will address the following:

- a. Background research, context, best practices, lessons learned.
- b. Inventory existing industrial land and land used for waste management activities.
- c. Consult with target stakeholders (waste management operators, industrial land owners)
- d. Facilitate and participate in community consultation events aimed at reaching community consensus on the location and scope of waste management on NPI

- e. Develop criteria for the siting of waste transfer facilities
- f. Evaluate land/sites according to research and criteria. Identify any new sites.
- g. Make recommendations for the scope and intent of new land use bylaw regulations for waste transfer facilities
- h. Make recommendations for where to locate for current/future waste transfer facilities.
- i. Potentially, if requested, provide recommendations to CRD on solid waste management plan.

## **Analysis**

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Appointing a Special Advisory Planning Commission (SAPC) to undertake this task keeps the project within the realm of the community; the community will own the results. The Terms of Reference states that the SAPC will be appointed “to represent the local community and ensure the process to develop land use regulations for waste transfer facilities is steered by the community itself.” Reaching community consensus on the location of waste transfer facilities can sometimes be difficult; the community process to implement solutions to zoning for waste management must be inclusive yet objective, and based on principles of cooperation and accommodation, using an enlarged community perspective. The SAPC will play a key role in this process by participating in community meetings and reflecting community input in its advice to the LTC. Members of the SAPC should be appointed based on their experience, knowledge, and objectivity. Those with a conflict of interest should not be considered.

The Terms of Reference specifies that “Special Advisory Planning 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 SAPC meetings.” This provision is not intended to restrict community input, but rather to ensure efficient use of resources. The NPI LTC budget and timeline does not allow for endless SAPC meetings, and the SAPC will require tight time management to achieve its objectives. The SAPC will be hosting additional events with the North Pender Island Local Trust Committee specifically designed for public participation in the process. Public input will also be gathered using surveys and inviting feedback via letters, emails, town hall sessions, and other traditional methods of community engagement.

### **Timeline and Budget:**

It is anticipated that the Special Advisory Planning Commission will need to meet a minimum of six or seven times over the next year, in addition to co-hosting the public engagement sessions with the Local Trust Committee and staff. It is estimated that the SAPC meetings will cost approximately \$500 each, with the biggest expense in minute taking. Because the community engagement sessions will use break out groups and other meeting formats that do not require the same level of minute taking, we can anticipate less costs for these meetings. Note that the total costs for the proposed work plan is \$4,400 which is over the estimated budget available for this project. The workplan and budget are proposed to be as efficient as can be reasonably expected, staff are thus recommending proceeding despite this shortfall in anticipation of savings that can be re-allocated from other projects.

Despite the need for timely deliverables, note the timeline proposed is not fixed and does not have specific dates set. This is to accommodate schedules of APC members but also to be flexible enough to accommodate collaboration with the CRD Integrated Waste and Resource Management Planning process, as opportunities arise. Discussions with CRD indicate they are still aiming to conduct public consultation in fall of 2015, but that this could change. Note also that the Terms of Reference include the option of the CRD Electoral Area Director for the Southern Gulf Islands sit in an ex-officio capacity on the SAPC.

| <b>PROJECT CHARTER WORK PLAN OVERVIEW</b> |   |                    |                |
|---|---|--------------------|----------------|
| <b>Meeting</b>                            | <b>Deliverable/Milestone</b>  | <b>Target Date</b> | <b>Cost</b>    |
| SAPC Meeting #1                           | Inaugural meeting of Special APC – 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.   | June, 2015         | \$500          |
| SAPC Meeting #2                           | 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. Discuss and agree on objectives and preferred outcomes of the stakeholder meetings. Summaries of the stakeholder meetings will be compiled and reviewed by the SAPC in a subsequent meeting.   | July, 2015         | \$500          |
| Community Engagement Session #1:          | Understanding Waste Management – Roles and Responsibilities (with technical assistance from CRD staff, possibly conducted as a joint consultation event). Third party facilitation (either a consultant or staff led, or with a volunteer facilitator from North Pender Island).  | September, 2015    | \$300 +        |
| SAPC Meeting # 3:                         | 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. | November, 2015     | \$500          |
| Community Engagement Session #2:          | Presentation by SAPC 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 preferred CRD role/approach to regulating operations.                        | January, 2015      | \$300          |
| SAPC Meeting #4:                          | Review results of community process/input to date. Refine/revise preliminary recommendations for scope and criteria. Discuss and prepare for Community Engagement Session #3.   | February, 2016     | \$500          |
| Community Engagement Session #3:          | 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.   | March, 2016        | \$300          |
| SAPC Meeting #5:                          | Review summary of findings from community engagement session, revise/refine recommendations, delegate/assign report writing.  | May, 2016          | \$500          |
| SAPC Meeting # 6:                         | Review draft report, direct changes, finalize recommendations.  | June, 2016         | \$500          |
| NPI LTC                                   | Chair of SAPC to present Draft Report to Local Trust Committee at regular business meeting. Invite feedback.  | June, 2016         | -              |
| SAPC Meeting # 7:                         | Final revisions to report, if required.   | July, 2016         | \$500          |
| NPI LTC                                   | Chair of SAPC to present Final Report to Local Trust Committee at regular business meeting.   | July, 2016         | -              |
| <b>TOTAL</b>                              |   |                    | <b>\$4,400</b> |

## Next Steps

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Next steps will be undertaken according to the attached project charter:

1. Endorse the Terms of Reference for the Special Advisory Planning Commission
2. Advertise for members and the LTC can consider appointments.
3. Coordinate with CRD to convene the SAPC inaugural meeting and conduct orientation

## RECOMMENDATIONS:

1. THAT the North Pender Island Local Trust Committee endorses the Terms of Reference for a Solid Waste Management Special Advisory Planning Commission attached to the staff report dated April 16, 2015 and directs staff to advertise for members.

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Prepared and Submitted by:

Justine Starke, Island Planner  
Local Planning Services

April 21, 2015

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Name, Title

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Date

Concurred in by:



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Robert Kojima  
Regional Planning Manager

April 21, 2015

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Date

Attachments:

Appendix 1: Terms of Reference

Appendix 2: Project charter



**Islands Trust**

# DRAFT

## **TERMS OF REFERENCE: SPECIAL ADVISORY PLANNING COMMISSION**

### **LAND USE PLANNING FOR WASTE MANAGEMENT ON NORTH PENDER ISLAND**

#### BACKGROUND

North Pender Island has a need for appropriate and permanent location(s) for transfer facilities for solid waste. Solid waste transfer facilities have 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. The Special Advisory Planning Commission (SAPC) is appointed to represent the local community and ensure the process to develop land use regulations for waste transfer facilities is steered by the community itself.

1. The Special Advisory Planning Commission will be advisory to the North Pender Island Local Trust Committee under the Advisory Planning Commission Bylaw 166.
2. The role of the Special Advisory Planning Commission is to determine appropriate locations and regulations for waste transfer facilities on North Pender Island, and make recommendations to the North Pender Island Local Trust Committee.
3. The Special Advisory Planning 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 SAPC meetings. The SAPC will be hosting additional events specifically designed for public input.
4. The Special Advisory Planning Commission shall, as part of its review, with assistance from Islands Trust staff, address the following:
  - a. Background research, context, best practices, lessons learned.
  - b. Inventory existing industrial land and land used for waste management activities.
  - c. Consult with target stakeholders (waste management operators, industrial land owners)
  - d. Facilitate and participate in community consultation events aimed at reaching community consensus on the location and scope of waste management on NPI
  - e. Develop criteria for the siting of waste transfer facilities
  - f. Evaluate land/sites according to research and criteria. Identify any new sites.
  - g. Make recommendations for the scope and intent of new land use bylaw regulations for waste transfer facilities
  - h. Make recommendations for where to locate for current/future waste transfer facilities.
  - i. Potentially, if requested, provide recommendations to CRD on solid waste management plan.

5. The Special Advisory Planning Commission shall appoint a Chairperson at its first meeting.
6. The Chairperson should ensure the Special Advisory Planning Commission considers the issues from an enlarged perspective aimed at solutions for the community as a whole.
7. The Chairperson should ensure deliberations are conducted with objectivity and that members are aware of the Islands Trust Advisory Planning Commission conflict of interest guidelines.
8. 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. Generally accepted good planning principles.
9. The Chairperson is, with assistance from the secretary, responsible for:
  - a. Organizing meetings;
  - b. Communicating with trustees and Islands Trust staff at each stage;
  - c. Leading and facilitating discussion at the meeting(s);
  - d. Ensuring that all points of view are heard;
  - e. Ensuring that good order and civility are maintained at meetings;
  - f. Ensuring that discussion is relevant and addresses the questions laid out in this terms of reference;
  - g. Ensuring the meetings are conducted efficiently and that progress is made according to the general timelines established by the work plan, and attached as schedule 1.
10. Notice of the meeting times, places and topics will be prepared and circulated by Islands Trust staff or delegate.
11. Costs should be limited to rental of the meeting hall, minute taking, materials such as paper and markers, and light refreshments.
12. Local Trustees may attend and participate in any meeting, at the discretion of the trustees. The Chair of the North Pender Island Advisory Planning Commission or their delegate shall be a member of the Task Force.
13. The Capital Regional District director or delegate may be invited to participate in an ex-officio capacity in order to provide coordination with the CRD Solid Waste Management Plan review.
14. One third of seats shall be opened for membership by residents of South Pender Island.
15. Islands Trust staff may be available to serve as a resource at any meeting, at the discretion of staff. As well Islands Trust staff will provide information required for the task force to carry out its review.

## SCHEDULE 1: SPECIAL ADVISORY PLANNING COMMISSION WORK PLAN

| PROJECT CHARTER WORK PLAN OVERVIEW |   |                 |
|------------------------------------|---|-----------------|
| Meeting                            | Deliverable/Milestone   | Target Date     |
| SAPC Meeting #1                    | Inaugural meeting of Special APC – 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.  | June, 2015      |
| SAPC Meeting #2                    | 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. Discuss and agree on objectives and preferred outcomes of the stakeholder meetings. Summaries of the stakeholder meetings will be compiled and reviewed by the SAPC in a subsequent meeting.   | July, 2015      |
| Community Engagement Session #1:   | Understanding Waste Management – Roles and Responsibilities (with technical assistance from CRD staff, possibly conducted as a joint consultation event). Third party facilitation (either a consultant or staff led, or with a volunteer facilitator from North Pender Island).  | September, 2015 |
| SAPC Meeting # 3:                  | 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. | November, 2015  |
| Community Engagement Session #2:   | Presentation by SAPC 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.                                  | January, 2015   |
| SAPC Meeting #4:                   | Review results of community process/input to date. Refine/revise preliminary recommendations for scope and criteria. Discuss and prepare for Community Engagement Session #3.   | February, 2016  |
| Community Engagement Session #3:   | 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.   | March, 2016     |
| SAPC Meeting #5:                   | Review summary of findings from community engagement session, revise/refine recommendations, delegate/assign report writing.  | May, 2016       |
| SAPC Meeting # 6:                  | Review draft report, direct changes, finalize recommendations.  | June, 2016      |
| NPI LTC                            | Chair of SAPC to present Draft Report to Local Trust Committee at regular business meeting. Invite feed back.   | June, 2016      |
| SAPC Meeting # 7:                  | Final revisions to report, if required.   | July, 2016      |
| NPI LTC                            | Chair of SAPC to present Final Report to Local Trust Committee at regular business meeting.   | July, 2016      |

# Land Use Planning for Waste Management - Charter v1.5

North Pender Island Local Trust Committee

Date: April 21, 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

Budget Source: 2015-16 NPI LTC OCP/LUB

| Fiscal  | Item                          | Cost           |
|---------|-------------------------------|----------------|
| 2015-16 | 7 SAPC Meetings               | \$3500         |
| 2015-16 | Community engagement sessions | \$900          |
|         | <b>Total</b>                  | <b>\$4,400</b> |
|         | <b>Shortfall</b>              | <b>\$900</b>   |

#### RPM Approval:

Robert Kojima

**Date: March 5, 2015**

#### LTC Endorsement:

Resolution:

**March 26, 2015**



| <b>PROJECT CHARTER WORK PLAN OVERVIEW</b> |   |                    |             |
|---|---|--------------------|-------------|
| <b>Meeting</b>                            | <b>Deliverable/Milestone</b>  | <b>Target Date</b> | <b>Cost</b> |
| NPI LTC                                   | Staff develop Terms of Reference for Special Advisory Planning Commission (SAPC) - identify timelines, budget, scope, resources, and guidelines.  | April 30, 2015     | -           |
| NPI LTC                                   | LTC Advertise for volunteers to sit on a Special Advisory Planning Commission and appoint members   | May 21, 2015       | -           |
| SAPC Meeting #1                           | Inaugural meeting of Special APC – 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.   | June, 2015         | \$500       |
| SAPC Meeting #2                           | 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. Discuss and agree on objectives and preferred outcomes of the stakeholder meetings. Summaries of the stakeholder meetings will be compiled and reviewed by the SAPC in a subsequent meeting.   | July, 2015         | \$500       |
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| SAPC Meeting #3:                          | 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. | November, 2015     | \$500       |

|                                  |  |                |                |
|----------------------------------|--|----------------|----------------|
| Community Engagement Session #2: | Presentation by SAPC 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 preferred CRD role/approach to regulating operations. | January, 2015  | \$300          |
| SAPC Meeting #4:                 | Review results of community process/input to date. Refine/revise preliminary recommendations for scope and criteria. Discuss and prepare for Community Engagement Session #3.  | February, 2016 | \$500          |
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| NPI LTC                          | Chair of SAPC to present Draft Report to Local Trust Committee at regular business meeting. Invite feedback.   | June, 2016     | -              |
| SAPC Meeting # 7:                | Final revisions to report, if required.  | July, 2016     | \$500          |
| NPI LTC                          | Chair of SAPC to present Final Report to Local Trust Committee at regular business meeting.  | July, 2016     | -              |
| <b>TOTAL</b>                     |  |                | <b>\$4,400</b> |