

Date: February 15, 2016 **File No.:** 6500-20-Waste Management

To: North Pender Island Local Trust Committee
For the meeting of February 25, 2016

From: Justine Starke, Island Planner, Local Planning Services

CC: Robert Kojima, Regional Planning Manager

Re: **Amended Project Charter: Land Use Planning for Waste & Resource Management**

Purpose

The purpose of this report is to present the North Pender Island Local Trust Committee (LTC) with an updated Project Charter and new scope of work for pursuing the LTC top priority project: Land Use Planning for Waste & Resource Management. Previously, this work was designed to be led by the Waste and Resource Management Special Advisory Planning Commission (WRMC).

Background

The Waste & Resource Management Commission (WRMC) was established 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 included:

- 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.

On January 28, 2016, the North Pender Island Local Trust Committee considered community concerns and questions regarding the objectivity of the WRMC, and decided to dissolve the Commission. The LTC directed staff to pursue a similar process, led by planning staff with assistance from consultants as required.

At its last couple of meetings, the WRMC made progress on creating a categorized list of land selection criteria for siting waste transfer stations. The WRMC also agreed that different types of waste transfer operations would have different land use impacts. Understanding that there may be variations on the different models, the WRMC proposed a range of five basic types of waste transfer operations:

- a) Full waste transfer station (referred to as the “full meal deal”): public drop off, drop off by waste management operators, recycling, storage, sorting, crushing, and transferring.
- b) Waste transfer station/drop off combo: has public drop off, operator drop off, sorting, crushing, storing, and transferring.
- c) Waste Transfer Station Only: No public access, single operator.
- d) Waste & Organics Transfer Station: Includes separate bins to collect organic waste, possibly could include commercial composting.

- e) Public Drop off only: Does not involve any sorting or crushing. Eg) Bins at Magic Lake Market.

Please see the Appendix 1 spread sheet which was created by a WRMC volunteer. The spreadsheet records the site selection criteria that was brainstormed and discussed by the Commission and audience members. The spreadsheet is also set up to analyze the range of waste transfer facilities according to the land use criteria.

Staff Comments

The work of the WRMC over the last months has progressed understanding of the issues that circumscribe this project. The spread sheet demonstrates some of this understanding, and will be a useful tool to workshop at an upcoming community meeting. In addition, the underlying assumption that “North Pender Island has a need for appropriate and permanent location(s) for solid waste management,” from the background of the original project charter has been questioned. Future work on this process may reveal there is not community consensus on the need for a location to sort and transfer solid waste on North Pender Island. The project charter should not rule out the LTC option of continuing with the status quo.

The updated project charter proposes a renewed process for public consultation and community review of waste and resource management on North Pender Island. An initial open house is proposed to inform the wider community on this project and the roles and responsibilities of different actors and agency authorities. It is anticipated that the staff from the Capital Regional District would be invited to participate in a resource capacity.

It became clear during the WRMC deliberations that progress on advancing this project should be informed by both the waste disposal behaviours of the community at large and community service needs, as well as by waste disposal operators and their ideal service models and land needs. The project charter anticipates consulting with these stakeholder groups. The South Pender Island Local Trust Committee may want to have South Pender islanders included in the advertising and outreach for public events.

The project charter also anticipates drawing on consultant(s) for the facilitation of an integrated decision making process, envisioned as a modified “Structured Decision Making” process, in order to systematically consider the land use impacts and corresponding land use criteria for each model of waste and resource management facility. This process would pick up where the Commission left off in its work on land use selection criteria.

The project charter’s budget is based on the NPI LTC request to Trust Council for \$7000 to fund this project in the 2016-17 fiscal year. The charter estimates \$4000 to be used for consultant fees. This amount is not sufficient to engage a firm that specializes in waste management engineering or to conduct a consultant-run integrated decision making process, but will allow a consultant to be hired to assist with process design and facilitation at strategic intervals.

Project Charter

The Project Charter (Version 3) responds to Local Trust Committee direction to adapt and re-scope this project using planning staff and consultants rather than a Special Advisory Planning Commission. The following changes have been made to the Project Charter:

- Removed references to the Waste and Resource Management Special Advisory Planning Commission
- Refined the purpose of the project as follows:

“To engage the Pender community in a process that considers the zoning of land to accommodate a range of solid waste transfer services. The process will involve an evaluation of community needs and best practices, an inventory of existing industrial land and current waste transfer sites, and consideration of appropriate land use criteria for the siting of a range of waste transfer facilities.”

- Revised the “background” to remove the assumption that Pender Island needs land zoned for a waste transfer facility. This enables the process to explore that question in considering what level of solid waste management should be accommodated by zoning on North Pender Island.
- Revised the project objectives as follows:
 - *To consult North and South Pender islanders, waste management operators, and other stakeholders.*
 - *To consider what level of waste transfer is needed on N. Pender.*
 - *To inventory existing industrial zones and waste transfer sites and apply land use criteria for siting a range of waste transfer facilities.*
 - *To make recommendations on potential locations and the range of appropriate land uses*
 - *To consider amending the OCP with guiding policies and land designations for waste and resource management.*
 - *To consider zoning and regulating land to accommodate the preferred level of waste and resource management.*
 - *Collaboration with CRD to ensure a comprehensive understanding and integrated approach.*
- Developed a new work plan proposing three community consultation sessions, interviews with waste disposal operators, and a community questionnaire.
- Updated the budget with general estimates of cost allocations within the limit of the NPI LTC’s budget request fro 2016-17.

Recommendations

It is recommended THAT the North Pender Island Local Trust Committee endorse the Project Charter Version 3 dated February 15, 2016.

It is recommended THAT the North Pender Island Local Trust Committee refer the subject staff report (dated February 15, 2016) to the South Pender Island Local Trust Committee for information.

Prepared and Submitted by:

Justine Starke, Island Planner
Local Planning Services

February 15, 2016

Name, Title

Date

Concurred in by:



Robert Kojina
Regional Planning Manager

February 16, 2016

Date

Waste & Resource Management Commission

WTS Site Selection Criteria

2/17/2016

Location	A - WTS Full Facility	B - WTS and Drop Off Combo	C - WTS Only	D - WTS + Organic Xfer	E - Public Drop Off Only		RankingTotal
Central to Majority of Population							0
Along Regular Travel Routes							0
Adjacent to Existing Industrial Zones							0
Proximity to Other Sites (Resale & Recycle)							0
Traffic Circulation - Safety, Egress, Ingress							0
Parking for Operations and Public							0
Locate Remotely							0
Convenient for Public							0
Close to Ferry (for Trucks)							0
Flat Site Preferable							0
Support Future Economic Development							0

Ranking	5 = Highest	4	3	2	1 = Lowest
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Environment	A - WTS Full Facility	B - WTS and Drop Off Combo	C - WTS Only	D - WTS + Organic Xfer	E - Public Drop Off Only		RankingTotal
Noise							0
No Impact on Aquifer							0
Drainage (Surface Run Off)							0
Water Table Contamination							0
Not Adjacent to Sensitive Eco. Location							0
No Impact on Marine/Riparian							0
Minimize Impact on Adj. Natural Amenities							0

Ranking	5 = Highest	4	3	2	1 = Lowest
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Size	A - WTS Full Facility	B - WTS and Drop Off Combo	C - WTS Only	D - WTS + Organic Xfer	E - Public Drop Off Only		RankingTotal
15 - 30 M Vegetation Buffer							0
15 - 35 M Setback							0
Room for Expansion							0
Room for Required Services							0
Establish Minimum Size							0

Ranking	5 = Highest	4	3	2	1 = Lowest
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Agriculture	A - WTS Full Facility	B - WTS and Drop Off Combo	C - WTS Only	D - WTS + Organic Xfer	E - Public Drop Off Only		RankingTotal
Avoid Land With Agricultural Potential							0
							0
							0

Ranking	5 = Highest	4	3	2	1 = Lowest
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Land Use Planning for Waste Management - Charter V.3

North Pender Island Local Trust Committee

Date: February 15, 2016

Purpose *To engage the Pender community in a process that considers the zoning of land to accommodate a range of solid waste transfer services. The process will involve an evaluation of community needs and best practices, an inventory of existing industrially zoned land and current waste transfer sites, and consideration of appropriate land use criteria for the siting of a range of waste transfer facilities.*

Background *Pender Island currently does not have any land zoned to accommodate the storage, processing, and transfer of solid waste and discarded materials. 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. The exception to this is 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 consult North and South Pender islanders, waste management operators, and other stakeholders.
- * To consider what level of waste transfer is needed on N. Pender.
- * To inventory existing industrial zones and waste transfer sites and apply land use criteria for siting a range of waste transfer facilities.
- * To make recommendations on potential locations and the range of appropriate land uses
- * To consider amending the OCP with guiding policies and land designations for waste and resource management.
- * To consider zoning and regulating land to accommodate the preferred level of waste and resource management.
- * Collaboration with CRD to ensure a comprehensive understanding and integrated approach.

In Scope

- Community engagement sessions, including an integrated decision making process.
- Interviews with operators.
- A community questionnaire on the need for waste management and the services desired.
- Evaluate existing industrial zones, waste transfer sites, and other viable properties by applying the agreed upon land use criteria.
- Recommend amendments to the OCP/LUB.
- Collaboration with CRD.

Out of Scope

- Regulating facility operations or operating guidelines
- Waste management considerations that are outside of NPI LTC authority for land use planning.
- Focussing on specific aspects of current rezoning's/TUPs other than as part of the island wide review.

Work Plan Overview (See attached)

Project Team	
Justine Starke, Island Planner	Project Manager
Various Consultants	Community Engagement and waste management planning.
Vacant	Administrative Planning Assistant
Pamela Hafey	Communications Specialist
RPM Approval: <i>Robert Kojima</i> Date:	LTC Endorsement: Resolution:

Budget : 2016-17: \$7000

Budget Source: 2016-17 NPI LTC OCP/LUB request = \$7000

Fiscal	Item	Cost
2016-17	Consultant Fees	\$4000
2016-17	3 Community engagement sessions	\$2000
2016-17	Communications	\$1000
	Total	\$7000

PROJECT CHARTER WORK PLAN OVERVIEW

Updated February 15, 2016

Deliverable/Milestone	Target Date
Community Consultation #1: Open House –Understanding waste management; roles and responsibilities; introduction to land use criteria and range of facilities; community mapping board. With assistance from Capital Regional District.	April, 2016
Interviews with waste disposal operators - focus on service models and land needs.	April - June 2016
Survey Monkey questionnaire on community needs – gather input on behaviour and the demand for a range of waste and resource management facilities.	April - June 2016
Community Consultation #2: Workshop Workshop --. Review results of community process to date. Apply preliminary land use criteria to the range of models for siting, using an integrated decision making process (part 1).	July, 2016
Community Consultation #3: Workshop: Review inventory of existing industrial land and land used for waste management activities. Apply land use criteria for the range of facilities and discuss mitigation of nuisances through regulation - Integrated decision making process (part 2).	September, 2016
Preliminary analysis of results presented to Local Trust Committee	October/November 2016
OCP/LUB amendments drafted for consideration.	November/December 2016
Formal OCP/LUB process begins.	Spring 2017