



Regional Board Report

TO: Regional Board

FROM: David Komaike
Director, Engineering Services

DATE: September 27, 2021

SUBJECT: Solid Waste Management Bylaw No. 1253 - Amendments

Voting Entitlement:

Resolution #1 - All Directors - Unweighted Corporate Vote - Simple Majority - LGA 208
Resolution #2 - Special Rule - Weighted Vote - Participating Area Directors - Peachland, West Kelowna, Electoral Area West - LGA 209

Purpose: To consider amendments to Solid Waste Management Bylaw No. 1253, including new wildlife recommendations and updated fees for the Westside Residential Waste and Disposal Centre.

Executive Summary:

The Regional District of Central Okanagan Solid Waste Management Bylaw No.1253 regulates solid waste in the RDCO. This bylaw is then mirrored through member municipalities in their own Solid Waste Bylaws.

The proposed bylaw amendment includes:

- Updates to rates and rate definitions at the Westside Residential Waste Disposal and Recycling Centre (Westside Transfer Station) to promote consistent application of fees;
- Language to regulate wildlife attractants, in particular language to ensure garbage is not left unsecured and accessible to various wildlife (bears); and
- Updates to definitions to better align with current practices at the Glenmore Landfill.

Recommendations, as presented, keep tipping fees low to reduce the incentive for some to illegally dump, while providing for a moderate increase in tipping fees to keep pace with increases in costs.

RECOMMENDATIONS:

1. **THAT** the Regional District of Central Okanagan Solid Waste Management Regulation Amendment Bylaw No. 1490, 2021 be given first, second, and third readings, and be adopted, and;

2. **THAT** the Regional District of Central Okanagan Solid Waste Management Regulation Amendment (Schedule B) Bylaw No.1493, 2021 be given first, second, and third readings, and be adopted.

Respectfully Submitted:



David Komaïke
Director, Engineering Services

Approved for Board Consideration



Brian Reardon, CAO

Prepared by: Cynthia Coates, Clarke Kruiswyk, Travis Kendel

Attachment(s):

1. Solid Waste Management Bylaw Amendment 1490, 2021
2. Solid Waste Management Bylaw No.1253

Implications of Recommendation:

Strategic Plan:	Changes to the bylaw to protect wildlife support our Environmental Priority within the Strategic Priorities Plan.
Financial:	Rate adjustments as proposed, streamline use of Transfer Stations and reduce complexity. Based on feedback received, specifically regarding concerns over illegal dumping, recommended tipping fees remain low and significantly subsidized through the property tax base.

Background:

The Regional District of Central Okanagan Solid Waste Management Bylaw No. 1253 regulates solid waste in the RDCO and mirrors member municipalities Solid Waste Bylaws.

The Solid Waste Bylaw does not currently contain language to regulate wildlife attractants, in particular language to ensure garbage is not left unsecured and accessible to various wildlife, in particular, bears.

In addition to regulating curbside collection in the region, the Solid Waste Bylaw also regulates rates at the Westside Residential Waste Disposal and Recycling Centre (Westside Transfer Station)

1. Westside Residential Waste Disposal and Recycling Centre: In-Depth Fee Review

Since 2010, the Westside Residential Waste Disposal and Recycling Centre (Westside Transfer Station) accepts waste material from residential customers from West Kelowna, Peachland, Westbank First Nation (WFN), and Central Okanagan West Electoral Area and transports the materials to the Glenmore Landfill. The facility does not accept commercial waste.

Similar to the growth experienced in the participating communities, the Westside Transfer Station has also experienced an increase in operating costs to over \$1.3 million in 2020. Garbage, yard waste, clean wood, and mattresses have the highest disposal costs and make up the majority of waste accepted at the facility. In 2020, approximately 550 trailer loads were hauled to the Glenmore Landfill with 7,000 metric tonnes of material processed or disposed.

Revenue and expenses associated with the Westside Transfer Station can be clearly separated into two distinct categories; fixed and variable. The fixed category includes items that are not dependent on traffic, waste quantities received, and markets, making these costs easier to forecast. Variable items are dependent on quantities received and market conditions, factors that can be challenging to forecast, particularly during periods of local and global economic volatility.

As outlined in the table below, the variable revenue collected has not been sufficient to cover all variable expenses. This means requisitions and taxation funds are needed to fund not only the fixed expenses, but also variable expenses as well.

Year	Total Expenses	Fixed		Variable	
		Revenue	Expenses	Revenue	Expenses ¹
2017	\$ 922,587	\$ 550,419	\$ 420,082	\$ 372,168	\$ 502,505
2018	\$ 1,126,464	\$ 688,365	\$ 486,136	\$ 438,099	\$ 640,328
2019	\$ 1,278,521	\$ 816,966	\$ 525,639	\$ 461,555	\$ 752,882
2020	\$ 1,315,082	\$ 747,404	\$ 586,622	\$ 567,678	\$ 728,459

¹ Includes drywall disposal costs which is no longer accepted.

In 2020, approximately \$160,000 of fixed revenue was required to subsidize the additional variable expenses created from those generating high waste volumes; primarily from yard waste.

In order to increase fixed revenue slightly, the following are being recommended:

- Further clarify the definition of various load volumes to include not only load size length and width but also propose a height in the definition (i.e. hauling bed capacity of 4'x8'x2') to ensure consistent and clear rate expectations for residents
- Implement a minimum charge for yard waste (45) to help reduce traffic at the Westside Transfer Station for small, one bag loads. This will also encourage the use of other waste services such as larger or additional yard waste carts available to residents. (This approach is currently used at the Glenmore Landfill).
- Bagged garbage rate limited to two bags only to encourage use of tag-a-bag program and cart upgrade services available to residents
- Increase rate for mattresses to cover cost of hauling and disposal/recycling at Glenmore Landfill (from \$14/mattress to \$20/mattress)

Proposed Rate Schedule Under Option 1 (proposed effective Jan 1, 2022):

Waste Type	\$ / Load Type	\$ / Load Type	\$ / Load Type
		Effective until Dec 31, 2021	Effective Jan 1, 2022
Garbage	Small (Must be Bagged, up to 2 max)	\$ 4.50 each	\$ 5.00 each
	Medium	\$18.00	\$20.00
	Large	\$50.00	\$50.00
	Extra Large	\$80.00	\$80.00
Yard Waste	Small	\$ 1.00	\$5.00 minimum
	Medium	\$ 5.00	\$ 5.00
	Large	\$15.00	\$15.00
	Extra Large	\$20.00	\$20.00
Clean Wood Waste	Small	\$ 1.00	\$5.00 minimum
	Medium	\$ 6.00	\$ 5.00
	Large	\$10.00	\$10.00
	Extra Large	\$15.00	\$15.00
Mattresses		\$14 each	\$20 each
Cooling Appliances (fridge, freezer, water cooler, AC)		Free	Free
White Goods and other Metal		Free	Free
Automotive Batteries, Propane Tanks		Free	Free
Tires – up to 22.5” no rim		Free	Free
Tires – up to 22.5” on rim		\$3 each	\$3 each
Tires larger than 22.5”		Not accepted	Not accepted
Gypsum/Drywall		Not accepted	Not accepted
Mixed loads of garbage, yard waste or wood will be charged the highest \$/load rate included in the mixed load. User will still be required to sort as directed by site operator.			

Load type	Description
Small	Bagged
Medium	Vehicle or utility trailer with a hauling bed capacity up to 4' x 8' x 2'
Large	Vehicle or trailer with a hauling bed capacity over 4' x 8' x 2'
Extra Large	Tandem axle trailer
Item	Per unit
Load	Flat charge per load

2. Proposed Bylaw Changes:

Definition Changes:

(The following bylaw amendments are considered “housekeeping”. They reflect changes to definitions and position titles.)

Section 1: Introduction – 1.2:

- Addition of Asphalt Shingles definition as Asphalt Shingles are now listed as a mandatory recyclable at the Glenmore Landfill;
- Defined Animal Attractants;
- Changed definition of Co-mingled Containers to match Recycle BC program;
- Change the title of “Director of Environmental Services” to “Director of Engineering Services”;
- Change the title of “Treasurer” to “Director of Financial Services”;
- Added asphalt shingles and scrap metal to Mandatory Landfill or Recycling Depot Recyclable Material definition;
- Provide a definition for Wildlife;
- Change accepted branch size definition to 5 cm in diameter rather than circumference to reflect current practices;
- Change the interpretation of “Yard Waste”;

Section 2: Collection Systems:

- Change the collection of Yard Waste timeframe to December from November;
- Add new section: 2.5 Managing Animal Attractants.

Transfer Station Rate Changes:

(The following bylaw amendments relate to the fees, charges and related size of loads at the Westside Transfer Station.)

Update Schedule B – Landfill and Westside Residential Waste and Recycling Centre Rate to reflect current rates at the Glenmore Landfill and proposed new rate model for the Westside Residential Waste and Recycling Centre;

Adjusted Medium and Large load sizes to a volume-based measurement, rather than a surface area measurement. (Example: From a bed capacity of 8’ x 4’, to a bed capacity of 8’ x 4’ x 2’);

Added a two-bag maximum for garbage and removed the bagged rate for yard waste.

Other Proposed Changes:

Update Schedule C – yard waste cart upgrade fee going from \$55 to \$60 to reflect current cart costs.

Financial Considerations:

The intent of the bylaw amendments is to influence the behavior of those using the Westside Residential Waste and Disposal Centre rather than to increase revenue. The changes are designed to reduce the volume of traffic using the facility by promoting larger loads and will allow the operators to more quickly and consistently process customers. Residents who adopt the new bylaw amendments should see little change in the cost of using the facility.

External Implications:

- A significant portion of Westside Transfer Station expense if funded through municipal requisitions.

Alternative Recommendation:

THAT the Board receive the Solid Waste Management Bylaw Amendment report for information.

Considerations not applicable to this report:

- Organizational
- Policy
- Legislative Authority