

Appendix F – RDN Solid Waste Management Plan Community Consultation Summary

TO: Larry Gardner
Manager, Solid Waste Services

DATE: November 18, 2015

FROM: Sharon Horsburgh
Senior Solid Waste Planner,
Solid Waste Services

MEETING: RSWAC, November 25, 2015

FILE: 5360-01

SUBJECT: RDN Solid Waste Management Plan Community Consultation Summary

PURPOSE

To provide an update on the community consultation with respect to the SWMP.

BACKGROUND

The Regional District of Nanaimo (RDN) is undertaking a review of its Solid Waste Management Plan (SWMP), which has been amended three times since provincial approval of the original Plan in 1988. The RDN has fully implemented their last SWMP, which was finalized in 2004. The current plan review is intended to identify “what’s next” and chart the course for solid waste management for the coming years. The process to review and update the region’s SWMP is as follows:

- Stage 1 (completed) – Review and analysis of current solid waste management system, status of the 2005 Plan, and identification of issues and opportunities for improvement;
- Stage 2 (60% complete) – Identify and review options to address the region’s future waste management requirements, select preferred options and prepare a report presenting the findings;
- Stage 3 – Prepare a draft updated SWMP, carry out a public review of the draft plan, incorporate changes from the public review and finalize the plan.

Consultation is a mandatory component of the planning process and is critical to the creation of a plan that can be supported by the public. Consultation is carried out throughout the process and commonly begins with dissemination of information to more active dialogue with the community in Stages 2 and 3 as options are reviewed and selected.

The Ministry of Environment outlines the expected components of a community consultation process in their document *Guide to the Preparation of Regional Solid Waste Management Plans by Regional Districts*. In addition, the RDN has a public consultation / communication framework to ensure a consistent, comprehensive and cost-effective approach to public consultation and communication initiatives. This framework, along with the Ministry’s guide, was used to prepare the Consultation & Communications Plan, which was presented to RSWAC in December 2014. To ensure the RDN is meeting the Ministry guideline, Maura Walker & Associates has been retained to provide feedback on the adequacy of the RDN’s efforts in relation in the Ministry of Environment’s *Guide to the Preparation of Regional Solid Waste Management Plans by Regional Districts*. Please refer to Appendix 1.

OBJECTIVES OF THE CONSULTATION & COMMUNICATIONS PLAN

Implementation of the Consultation & Communications Plan is intended to achieve the following objectives:

- i. Ensure that the process to develop the plan is collaborative and reflects a broad range of perspectives;
- ii. Provide opportunities to educate the public about the Solid Waste Management Plan and future options for managing waste;
- iii. Provide opportunities for public input on a range of options and estimated costs;
- iv. Increase support for the resultant solid waste management planning and programs;
- v. Meet the consultation expectations of the Ministry of the Environment.

IMPLEMENTATION STATUS

This memorandum describes the Consultation & Communications activities that have been completed to date.

REGIONAL SOLID WASTE ADVISORY COMMITTEE

The RSWAC is a multi-functional advisory and monitoring committee, combining technical, public and political interests into one committee. In our experience a combined committee ensures open, transparent and meaningful communication between all participants. RSWAC provides advice to the Regional District Board in regards to the content of the plan and associated consultation activities.

The committee is chaired by a non-voting RDN Board member to provide a direct link between the advisory committee and the RDN Board. Current membership of the RSWAC includes:

Alec McPherson	Chair, RDN Director
Jim Kipp	RDN Director, Deputy Chair
Craig Evans	Member at Large
John Finnie	Member at Large
Michele Green	Member at Large
Gerald Johnson	Member at Large
Jim McTaggart-Cowan	Member at Large
Ellen Ross	Member at Large
Amanda Ticknor	Member at Large
Frank Van Eynde	Member at Large
Larissa Coser	Community Representative
Jan Hastings	Non Profit Representative
Derek Haarsma	Business Representative
Michael Tripp	Business Representative
Wally Wells	Business Representative
Ed Walsh	Waste Management Industry
Stewart Young Jr.	Business Representative
Chief & Council	Nanoose First Nation
Chief & Council	Snuneymuxw First Nation
Michael Recalma	Qualicum First Nation
John Marsh	Town of Qualicum Beach
Fred Spears	District of Lantzville

Charlotte Davis
Glenn Gibson
Al Leuschen
Karen Muttersbach

City of Nanaimo
Island Heath
Ministry of Environment
Environment Canada

To date, there have been 10 meetings of RSWAC in association with updating the SWMP.

SOLID WASTE MANAGEMENT SELECT COMMITTEE

The RDN Board established a Solid Waste Management Select Committee (SWMSC), made up of members of the RDN Board, to oversee the process to update the RSWMP. This committee allows for deeper political consideration of the issues and ideas raised during planning process than would normally be afforded in regular Board meetings.

STAKEHOLDER CONSULTATION & COMMUNICATIONS

To date, the following stakeholder groups have been engaged as part of the consultation process:

- Neighbouring Regional Districts:
 - The RDN has collaborated with Cowichan Valley Regional District and Capital Regional District to review options for New and Emerging Technologies.
 - The RDN participates on the Association of Vancouver Island and Coastal Communities (AVICC). AVICC established a special committee on Solid Waste Management in response to the need identified by members to initiate a process to work toward finding a long-term sustainable strategy for solid waste management on Vancouver Island and the coastal communities. The nine regional districts within the AVICC region are committed participants. The Chair of the RSWAC represents the RDN on the AVICC special committee.
 - In April 2014, a presentation regarding organics diversion was provided in conjunction with MOE Staff and Metro Vancouver Staff at the BC Land Summit to an audience of 50.
- Local business associations:
 - In October 2014 the RDN was invited to speak at the Waste Management Association of BC with regards to our SWMP.
- Waste haulers and processors:
 - On February 18, 2014 the RDN hosted a roundtable discussion with solid waste industry representatives and elected officials. Approximately 60 people were in attendance.
 - Staff responded to two Strata's that were interested in the Solid Waste Management Planning process in relation to organics collection for multi-family buildings. On November 14, 2014 staff presented strata members the various options for composting available to multi-family residents. There were roughly 60 people in attendance. In August 2015, RDN staff worked collaboratively with a large multi-family building to introduce a curbside collection program for recycling and food waste.
 - Interviews are ongoing with individual waste stream management license (WSML) as part of the WSML inspection schedule. These stakeholders are contacted in person and feedback is gathered by face to face interview. The topic of the SWMP development process is introduced and feedback on the implications for their disposal facilities is documented.

PUBLIC CONSULTATION & COMMUNICATIONS

From the start of the process to update the SWMP, there have been many tools employed to keep the general public informed about the planning process, as well as activities where the general public have been engaged to provide their opinion. The following table details the communication and consultation activities that have been undertaken so far.

Communication Activities	
Residential Newsletters: Zero Waste & Regional Perspectives Solid Waste Curbside newsletters from the RDN and the City of Nanaimo.	<ul style="list-style-type: none"> ▪ December 2013 – Zero Waste Newsletter ▪ March 2015 – Zero Waste Newsletter ▪ Fall 2013 – Regional Perspectives ▪ Summer 2015 – Regional Perspectives ▪ RDN - Summer 2013 ▪ RDN - Winter 2013 ▪ City of Nanaimo - Fall 2013 Newsletter
RDN website	<ul style="list-style-type: none"> ▪ The RDN website has a dedicated SWMP webpage that is updated regularly with information about the SWMP process. Information posted includes: <ul style="list-style-type: none"> ○ RSWAC agendas and minutes ○ Technical memoranda/discussion papers ○ Media releases ○ Links to active on-line surveys ○ Information about consultation events
Cable Television	<ul style="list-style-type: none"> ▪ March 5, 2015 RDN conducted an interview with Shaw Cable’s Ian Holmes. The main topics included: <ul style="list-style-type: none"> ○ Garbage/recycling issues facing RDN, ○ What a solid waste management plan will do, ○ Landfill or incineration, and ○ Future changes in curbside pick-up.
Consultation Activities	
Zero Waste Community Day	<ul style="list-style-type: none"> ▪ October 4, 2014 the RDN participated in the Zero Waste Community Day that was part of the Zero Waste Nanaimo Conference.
Surveys	<ul style="list-style-type: none"> ▪ On-line surveys were conducted in the winter and summer of 2015 to get early input from the public on various solid waste issues and options. The winter survey received 450 responses and the summer survey received 180 responses. ▪ Public outreach was conducted at regional facilities on 4 separate occasions and approximately 110 customers were presented with the survey.
Tracking Feedback	<ul style="list-style-type: none"> ▪ Approximately 20 phone calls have been received to date at the RDN offices regarding the plan. All input received from the public (phone, email, fax, letters) is tracked so that it can be considered by RSWAC and the Board when considering what to include in the updated plan.

<p>Presentations to Community Groups</p>	<ul style="list-style-type: none"> ▪ On request, RDN staff attended community group meetings to present on the SWMP, respond to questions and gather feedback. <ul style="list-style-type: none"> ○ November 4, 2014 - Horses of Hope – Dealing with Deceased animal carcasses in the context of Solid Waste Management Planning. ○ August 10, 2015 intergovernmental MFD meeting at Cameron Island Multi family residence. 25 strata residents received information regarding the introduction of a multi-family recycling and organics collection service. ○ September 4, 2015 AVICC - Vancouver Island Conference ○ On November 14, 2015, staff attended the Millstream Acres Strata Meeting. Roughly 60 people were in attendance.
<p>Community events</p>	<ul style="list-style-type: none"> ▪ Staffed information displays on the SWMP were in place at several community events and the number of people we interacted with: <ul style="list-style-type: none"> ○ July 5, 2015 - Qualicum Beach Family Day (35) ○ July 23 & 25, 2015 - Nanaimo Bathtub Days (55) ○ August 15, 2015 Errington Farmers Market (50) ○ August 21-23, 2105 – Vancouver Island Exhibition (300) ○ September 12, 2105 - Lantzville Minetown Day (25) ○ October 8, 2015 - Vancouver Island University Sustainability Fair (15)

MUNICIPAL CONSULTATION & COMMUNICATIONS

Municipal councils are a key stakeholder in the planning process and the Communications and Consultation Plan aims to keep the Councils informed of the Plan’s development. The following table details the municipal engagement activities that have been undertaken so far.

<p>Parksville Council Meeting</p>	<p>May 27, 2014 – Overview of Solid Waste Management Plan review process.</p>
<p>Nanaimo Council Meeting</p>	<p>August 18, 2014 - Overview of Solid Waste Management Plan review process.</p>
<p>Lantzville Council Meeting</p>	<p>September 8, 2014 - Overview of Solid Waste Management Plan review process.</p>

FIRST NATIONS CONSULTATION & COMMUNICATIONS

Local First Nations have been included in the consultation process to date they receive meeting invites, to RSWAC as well as the agendas, meeting minutes and technical information.

UPCOMING ACTIVITIES

A Strategic Communications Plan is being developed for Stage 3 consultation. To promote the public meetings, ads will be published in each of the Nanaimo Daily News, Harbour City Star, Gabriola Sounder, Nanaimo Bulletin, PQ News and Take 5. Ads will indicate dates, times and locations of the public meetings.

IMPACT ON DIVERSION

The Solid Waste Management Plan review is an opportunity to review existing waste diversion targets and for the Region to consider establishing new targets as well as to categorize and evaluate existing quantities.

REGULATORY AUTHORITY

Consultation is a mandatory component of the SWMP review process. The Ministry of Environment's document *Guide to the Preparation of Regional Solid Waste Management Plans by Regional Districts* requires that public consultation be conducted. Any new regulatory authorities must be requested by Regional Districts and included in the SWMP to be considered for approval by the Province.

SUMMARY/CONCLUSIONS

The RDN is undertaking a review of its SWMP. The current plan review is intended to chart the course for solid waste management for the next five years. The review and update of the SWMP is a three stage process.

Consultation is a mandatory component of the planning and is carried out throughout the process. The Consultation & Communications Plan is intended to achieve the following objectives: ensure that the process to develop the plan is collaborative and reflects a broad range of perspectives; provide opportunities to educate the public about the SWMP and future options for managing waste, provide opportunities for public input on a range of options and estimated costs, increase support for the resultant solid waste management planning and programs, meet the consultation expectations of the MOE.



Maura Walker & Associates
ENVIRONMENTAL CONSULTANTS

Sharon Horsburgh, Senior Solid Waste Planner
Regional District of Nanaimo
6300 Hammond Bay Road
Nanaimo, BC V9T 6N2

November 13, 2015

Dear Sharon,

Re: RDN Solid Waste Management Plan Stage 1 and 2 Consultation Efforts

As per your request, I have reviewed the memorandum entitled *RDN Solid Waste Management Plan Community Consultation Summary* for the purposes of providing feedback on the RDN's consultation efforts to date. This letter provides my opinion on the adequacy of the efforts in relation in the Ministry of Environment's *Guide to the Preparation of Regional Solid Waste Management Plans by Regional Districts*, as well as the proposed modifications to these guidelines as outlined in the Ministry's Intention Paper (September 2015).

The following table lists the Ministry's proposed consultation principles, which build on the direction of the existing guidelines, and lists how the RDN's consultation process has (or has not) incorporated these principles in its SWMP consultation efforts to date.

Ministry's Proposed Consultation Principles	Efforts Undertaken by the RDN
Stakeholder involvement begins at the design stage of the consultation process	<ul style="list-style-type: none"> • Draft consultation plan provided to RSWAC at December 11, 2014 meeting for input • General public engaged early in the planning process through on-line surveys • Engaging with the community through a dialogue on how to achieve Zero Waste at the Zero Waste Community Day
The consultation process engages a cross-section of the stakeholder group that may include waste	<ul style="list-style-type: none"> • RSWAC is a combined public and technical committee with a broad range of stakeholder

<p>and recycling service providers, product stewardship agencies, local environmental groups and recycling organizations, residents within the plan's region, engineering and/or planning departments of the regional district's member municipalities, First Nations within or adjacent to the plan area, local business groups and ratepayers organizations, consumer groups, unions, large commercial and institutional solid waste generators, and local school districts</p>	<p>interests represented</p> <ul style="list-style-type: none"> • Direct contact with affected stakeholder groups conducted as a need to do so is identified, or as requested; e.g. Meetings with local solid waste industry (February and October 2014) and meetings with strata councils
<p>Stakeholders are provided with effective and timely notice of consultation opportunities</p>	<ul style="list-style-type: none"> • RDN and City of Nanaimo newsletters are used as vehicles to inform residents about the planning process and available opportunities for input • The dates for RSWAC meetings are established and shared with the committee members well in advance of the actual meeting dates
<p>Stakeholders are able to determine the implications to their interest by reading the wording in the document that is the subject of the consultation</p>	<ul style="list-style-type: none"> • Detailed RSWAC meeting minutes are provided to the committee in draft form and ratified at the subsequent meeting
<p>Stakeholders are provided with sufficient time to respond to draft documents</p>	<ul style="list-style-type: none"> • RSWAC agenda packages, including technical reports, are generally sent to committee members electronically one week in advance of meetings to provide adequate review time
<p>Proceedings and results of activities that are part of the consultation process are properly documented and available for public review so that stakeholders are able to see how the plan will or will not address their comments or issues</p>	<ul style="list-style-type: none"> • All of RSWAC agenda packages are posted on the RDN's SWMP website • All ratified RSWAC minutes are posted on the RDN's SWMP website • All related background reports and technical memoranda are posted on the RDN's SWMP website • Tracking feedback received through phone calls, emails and other forms of communication (Note: the mechanism for sharing this input with RSWAC is undefined in the memorandum)

It is clear from the above table, that the RDN is undertaking a consultation program that is in line with the Ministry's proposed guidelines. The primary venue for consultation during Stages 1 and 2 has been RSWAC, as intended by the Ministry's Guidelines. The inclusion of general public engagement activities such as the on-line surveys and the newsletters goes above and beyond the Ministry's expectations for Stages 1 and 2, and is to be commended.

As you progress into Stage 3 of the planning process, it is expected that the draft of the RDN's updated SWMP will be subject to an appropriate level of consultation, with both affected stakeholders and the general public. The extent of consultation activities should correlate to the significance and impact of proposed actions identified in the draft plan.

As the last consultation principle in the table notes, it will be important to effectively record the input received during this final Stage, as well as show how this input was considered in the preparation of the final version of the SWMP is evident.

To satisfy the expectations of the Ministry, I believe the core objectives of your Stage 3 consultation process should be:

- To be inclusive of all interests;
- To be open and transparent; and
- To provide an opportunity for all community voices to be heard.

The RDN is well on its way to meeting these objectives.

Yours truly,



Maura Walker