

Terms of Reference
Review of Provincial Solid Waste Management Strategy

*Tabled by the
Minister of Municipal
Affairs +
Environment*

2019-03-14

Banno

1.0 INTRODUCTION

1.1 Review of Strategy Announced

On January 9, 2019, the Provincial Government announced it was undertaking a complete review of the Provincial Solid Waste Management Strategy and its implementation. Conducting this work is timely, given the strategy has not been reviewed since it was first released in 2002, and the importance of continuing to ensure waste management within the province is providing desired outcomes in a strategic, efficient and equitable manner. As stated by Municipal Affairs and Environment Minister Graham Letto in the January 9th news release, "...the goals remain to ensure the protection of the environment and to support the delivery of high quality waste management services at a reasonable cost. Through a review of the system, we will ensure the strategy successfully addresses a broad scope of waste management issues and is both modern and efficient."

This review will be led by Ann Marie Hann, former Clerk of the Executive Council, Government of Newfoundland and Labrador.

1.2 Strategy Highlights

The primary waste management goals of the strategy are:

- ✓ Divert 50 per cent of solid waste from landfill;
- ✓ Reduction in the number of waste disposal sites by 80 per cent;
- ✓ Elimination of open burning and incineration;
- ✓ Phase out of unlined landfills; and
- ✓ Province wide implementation by 2025.

The strategy envisioned a regional approach, where waste management regions would be governed by regional boards which held responsibility for the development and implementation of regional waste management plans. This approach permits municipalities, local service districts, and unincorporated areas to pool resources to accomplish shared objectives. Regional waste management boards provide waste management services, which could include collection and disposal, as well as assessing and collecting fees. Within regions, municipalities may perform their own waste management collection services.

The province is divided into twelve waste management regions. Eight regional service boards have been established on the island portion of the province formally by regulation. Three of these regional boards, namely Discovery, Coast of Bays and Baie Verte Peninsula-Green Bay, are currently inactive. Labrador comprises the remaining four regions, in western, central, southern and northern Labrador. No regional service boards have been established. Appendix A depicts the twelve regional zones.

Two designated regional waste management facilities in the Eastern and Central regions on the island portion of the province are to serve as the final disposal (host) sites for waste generated on the island. Remaining regions (non-host) on the island are responsible for developing systems to transport waste to the two full service facilities with lined or equivalent to lined landfills for final disposal. In the interim, local landfill sites continue to be closed and consolidated to the extent possible.

The Strategy also called for recycling facilities to be established, two of which are now operational in the host regions of Eastern and Central at Robin Hood Bay and the other at Norris Arm, respectively. Recyclables are intended to be processed at one of these facilities unless a regional authority decides to process recyclables within its own region. The Provincial Waste Management Strategy is not prescriptive for Labrador and the isolated and remote areas of the province. It was recognized that these sites would need to be addressed on an individual basis with emphasis on improving waste disposal practices, increasing waste diversion and eliminating incineration where possible. Infrastructure development has occurred in Labrador West, with planning currently underway in Central, Northern and Southern Labrador. Waste management solutions have also been piloted in several isolated areas, including specialized bins and equipment to enable waste to be transported via the provincial ferry system.

Implementation of the Solid Waste Management Strategy is a partnership initiative between regional service boards, committees and/or municipalities, the provincial government and the Multi-Materials Stewardship Board, each with a specific role. Government's participation involves two departments, namely the Department of Municipal Affairs and Environment (oversight of province-wide implementation; environmental policy and standards; infrastructure funding) and Service NL (compliance monitoring and enforcement). The Multi-Material Stewardship Board has responsibility for public education, research and waste diversion programs. Local governments or regional boards deliver actual waste management services.

2.0 PERFORMANCE STATUS

Funding to advance implementation of the strategy was announced in 2007. Appendix B presents some of the key performance highlights associated with execution of the strategy as of October 2018.

3.0 ISSUES TO BE EXAMINED

The 2002 Provincial Solid Waste Management Strategy is premised on five primary actions intended to support modern waste management in the province. These actions include: (a) increasing waste diversion; (b) establishing regional waste management regions; (c) utilizing modern standards and technology; (d) maximizing economic and employment opportunities; and (e) public education.

Based on the strategy's five pillars, the topics to be considered in this review are outlined below. Other issues arising during the review, raised during planned consultations for example, will be addressed also.

A. Waste Diversion

Effectiveness of current waste diversion initiatives and funding programs;

Opportunities to implement new waste diversion programs; for example:

- a) targeting additional products for diversion (e.g., organics);
- b) implementing disposal bans, mandatory recycling programs;
- c) increasing waste diversion by the industrial, commercial and institutional sectors and multi-dwelling residential units;
- d) expanding the extended producer responsibility approach to other waste products;

B. Regional Approach to Waste Management

Effectiveness of waste management systems overseen by regional service boards and regional authorities

Consistency of waste management programs and services across the province (e.g., services, costs, fees, contributions to provincial waste management targets);

Opting in or out of regional services - should choices be permitted;

Financial sustainability of waste management systems regionally and provincially;

Optimal approach(es) to setting fees and fee structures within and across regions and types of property ownership;

Occupational health and safety performance of provincial waste management system;

C. Modern Standards and Technology

Sufficiency of operating practices utilized by regional service boards;

Appropriateness of provincial environmental standards;

Adequacy of compliance and enforcement activities;

Examination of what constitutes "remote and isolated" communities, as pertains to implementation of the waste management strategy;

Review of technologies relevant for rural and remote areas;

Identification of opportunities for new technologies (e.g., high heat incineration; technology to reduce GHGs)

D. Economic and Employment Opportunities

Provincial and regional economic and employment benefits derived from implementing the solid waste management strategy;

Potential for additional economic and employment opportunities;

E. Public Education

Effectiveness of public education programs;

In addition to the above, the following items shall also be included in the review:

F. Governance

Roles and interactions of the major partners in the system (government, regional service boards, municipalities, local committees, Multi-Materials Stewardship Board, Municipal Assessment Agency) to ensure the system on provincial and regional levels operates with maximum effectiveness and efficiency;

Effectiveness of governance structures and human resource capacity to oversee successful implementation of the waste management system at the regional level;

Provincial waste management system's overall planning and accountability frameworks, including data collection and reporting activities by regional service boards and government for performance measurement and compliance monitoring;

Strategy goals and their continued relevance;

Opportunities for greater cooperation across regions;

G. Legislative Review

Identification of potential policy, regulatory and legislative amendments required to support implementation of a modern waste management system in this province.

4.0 CONSULTATIONS

As part of this review, implementation of a comprehensive stakeholder and public consultation program will be necessary.

An additional requirement will be the completion of relevant jurisdiction reviews and consultations to examine how comparable systems operate, for lessons learned and new opportunities or approaches to be considered for this province.

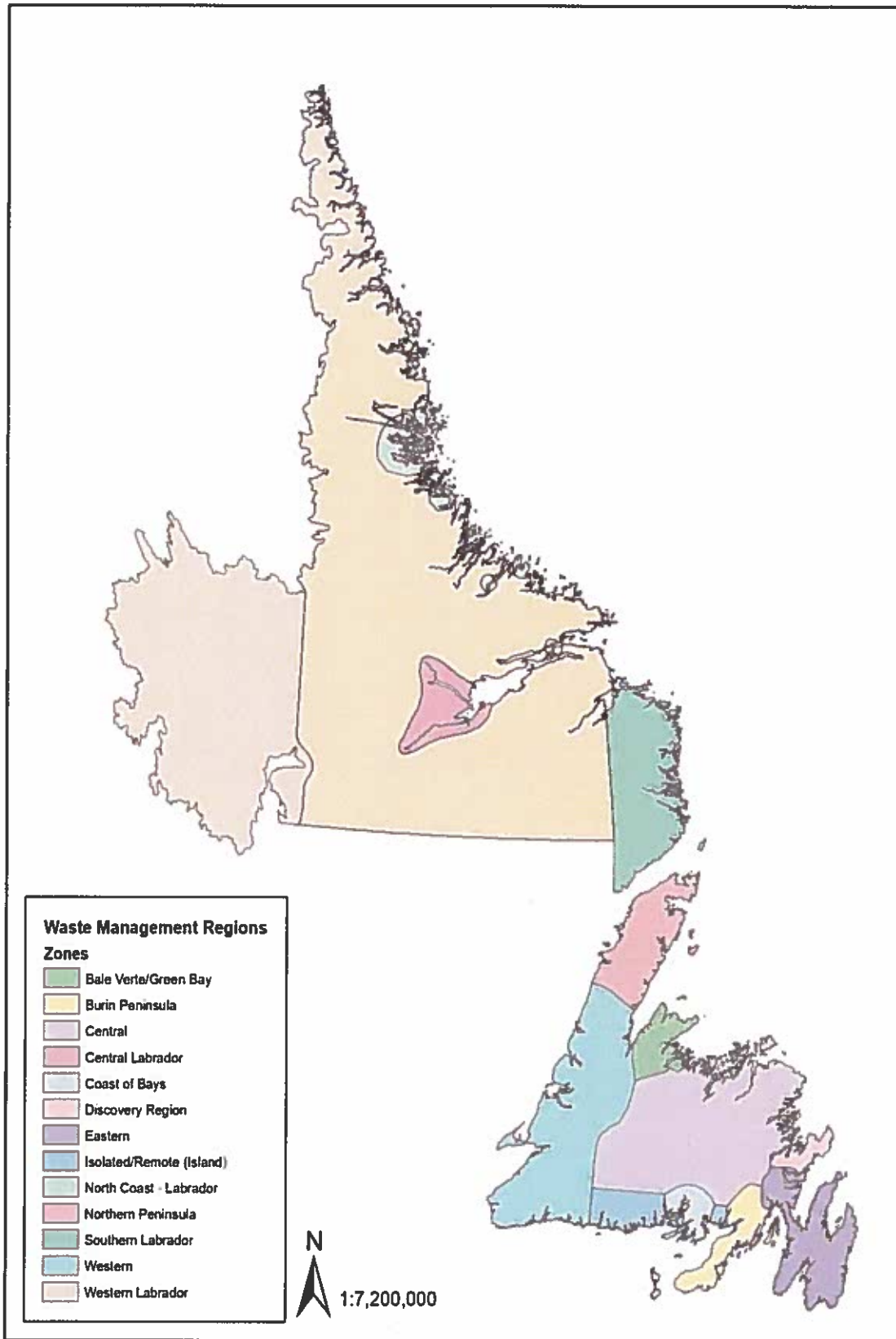
5.0 TIMELINE AND RESOURCES

Ann Marie Hann will lead this review with the expectation to complete the review and submit a final report with recommendations to the Minister of Municipal Affairs and Environment no later than December 31, 2019.

Primary operational support to Ms. Hann will be provided by the Department of Municipal Affairs and Environment. Consideration will be given to providing additional resources as required.

APPENDIX A

WASTE MANAGEMENT REGIONS – NEWFOUNDLAND AND LABRADOR



REGIONS ON THE ISLAND (8):

Northern Peninsula Region

The Northern Peninsula Waste Management Region spans from River of Ponds in the west to Englee in the east and extends to Quirpon in the north.

Western Region

The Western Newfoundland Waste Management Region spans from Bellburns in the north to Ramea in the south and extends east to White Bay.

Baie Verte-Green Bay Region

The Baie Verte-Green Bay Waste Management Region includes all communities on the Baie Verte Peninsula and in Green Bay South, spanning from Westport in the west to Brighton in the east. This region also includes Little Bay Islands.

Coast of Bays Region

The Coast of Bays Waste Management Region includes the Connaigre Peninsula, spanning from the Head of Bay D'Espoir in the north to Harbour Breton in the south. This region also includes the communities of McCallum, Gaultois and Rencontre East.

Burin Peninsula Region

The Burin Peninsula Waste Management Region spans from Grand le Pierre and Monkstown in the north to Point May and Lamaline in the south.

Central Region

The Central Newfoundland Waste Management Region spans from Buchans in the west to Terra Nova National Park in the east and extends north to Twillingate. This region also includes Change Islands and Fogo Island.

Discovery Region

The Discovery Waste Management Region includes the entire Bonavista Peninsula, spanning from Port Blandford in the west to the Town of Bonavista in the east.

Eastern Region

The Eastern Newfoundland Waste Management Region includes the Avalon Peninsula and all communities from Whitbourne to Clarenville. This region also includes all communities from Burgoyne's Cove to Swift Current as well as Random Island.

REGIONS IN LABRADOR (4):

Western Labrador Region

The Western Labrador Waste Management Region includes all communities in the western area of Labrador including the towns of Labrador City and Wabush.

Central Labrador Region

The Central Labrador Waste Management Region includes the communities of Happy Valley – Goose Bay, North West River and Sheshatshui.

Northern Labrador Region

The Northern Labrador Waste Management Region includes the north coast of Labrador, spanning from Rigolet in the south to Nain in the north.

Southern Labrador Region

The Southern Labrador Waste Management Region includes the southeast coast of Labrador, spanning from L'Anse au Clair in the south to Cartwright in the north.

APPENDIX B
PROVINCIAL WASTE MANAGEMENT STRATEGY
PROGRESS

Goal	Progress	Outlook	Anticipated Timeframe
Reduce material going to landfill by 50%	Achieved 25% diversion rate	No substantial increase predicted until organics are addressed by 2025	2025
Reduce number of waste disposal sites by 80%	69% of old dumpsites closed	Expected to exceed 80% by 2020	2020
Eliminate open burning of waste at disposal sites, and phase out waste incinerators	80% reduction in the number of sites utilizing incineration or open burning	Expected to be close to 100% by 2020, with the exception of remote sites	2020
Phase out unlined landfills	83% of the province's population now have access to lined/equivalent to lined landfills	Further increases as other regions move to modern waste management practices	2020
Full province-wide modern waste management	83% of the province's population	Further increases as other regions move to modern waste management practices	2025