

Zero Waste Strategy

Terms of Reference

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District of Saanich

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1.0 Project Background and Rationale

The 2020 Climate Plan: 100% Renewable and Resilient Saanich identified the need to develop and implement a community wide Zero Waste Strategy (action F2.2). This Terms of Reference provides the purpose, context, scope and timeline for developing a Zero Waste Strategy for the District of Saanich.

1.1 Purpose

The overarching goal of this project is to establish a vision of Saanich becoming a zero waste community and developing the strategic framework by which to achieve this. More specifically, the purpose is to develop a comprehensive Zero Waste Strategy that will outline the vision, targets, timelines, actions, and resources, including budget, necessary to achieve these targets, all with the application of an equity lens.

Development of the Strategy will:

- Establish Saanich community-wide waste reduction targets.
- Align with regional, provincial, and federal waste reduction goals and initiatives.
- Provide a comprehensive understanding of current waste management practices and partners in Saanich.
- Seek to remove barriers for participation in waste diversion and reduction.
- Examine Saanich's current waste-related policies and bylaws for areas of opportunity (e.g., examine black and green cart rates to determine whether there are opportunities to incentivize waste diversion)
- Determine approaches for diverting specific materials from the landfill (e.g., wood, textiles).
- Support the development of circular economy initiatives.
- Explore zero waste policies and initiatives for festivals and events.
- Design and set implementation objectives for innovative approaches to manage consumption.
- Undertake a cross-corporate review of potential areas of waste reduction and diversion.
- Encourage sustainable, low-carbon consumption choices to minimize embodied emissions.
- Work with District departments, interested parties, stakeholders, rightsholders and the public to ensure their input and feedback are incorporated into the Strategy.
Consider how change management strategies and behavioral change theories could be incorporated within the identified actions.

1.2 Guiding principles

The guiding principles of equity and inclusion, innovation, and collective responsibility will help inform the design and development of the Strategy. Effort will be made to capture a diverse representation of perspectives and to support initiatives that are tailored to meet the needs of Saanich's diverse residents.

1.3 Project context

Each year, municipalities generate up to 2.3 billion tonnes of solid waste. Unless urgent action is taken, this number is projected to reach 3.8 billion tonnes by 2050 (UNEP, 2024). Not only are there significant economic implications for managing this amount of waste, but this also poses substantial threats to climate change, human health and well-being, and biodiversity loss – the burden of which is often disproportionately felt by equity-deserving people and the Global South.

Rates from 2023 show that in the Capital Regional District (CRD), we disposed an estimated 382kg of waste per person that year. While in recent years up until 2022, waste per person was increasing (as reported in the 2022 Climate Plan Report Card), the good news is that waste disposal declined in 2023. This is likely due to efforts by the City of Victoria and CRD to reduce construction, renovation, and demolition (CR&D) materials, and regional efforts by all to reduce organics from being sent to the landfill. Waste disposal rates include general refuse from the residential sector, industrial, commercial, and institutional (ICI) sector, and CR&D activities. However, we still have significant work to do to achieve our regional waste reduction targets (see section 1.3 below).

According to a 2022 District of Saanich waste composition study, 56% of the waste found in the audit could have been diverted: 28% was comprised of compost/organics and 28% was comprised of recyclables. Similarly, the 2022 CRD waste composition study showed that 47% could have been diverted and that 23% of it was organics/compost. Also notable is that construction & demolition materials made up 32% of the waste and textiles made up 5%.

1.3.1 Saanich 2020 Climate Plan

The 2020 Climate Plan incorporates strategies and actions into six focus areas, one of which is *Food & Materials*. This focus area includes actions to work towards zero waste, mobilize residents and businesses towards ‘lighter living’, and work on circular economy initiatives. Specific waste targets in the Climate Plan are to achieve a 100% diversion of organics and paper by 2030.

1.3.1.1 Consumption-based GHG emissions

The overarching goals of the 2020 Climate Plan are to cut community wide greenhouse gas (GHG) emissions in half by 2030 and to achieve net zero by 2050, while becoming resilient to climate changes. Saanich’s territorial GHG emissions for waste and materials are relatively small compared to other sectors. For instance, waste accounts for 3% of our GHG emissions whereas buildings account for 42% (Saanich report card, 2023). However, when including the consumption-based emissions from our waste, GHG emissions nearly quadruple to 11% (Saanich Ecofootprint Report, 2021). While the Zero Waste Strategy will track and measure progress by means of waste tonnage and diversion – not GHG emissions – understanding our consumption-based emissions provides an important lens via which we can assess the true climate impacts of our lifestyle choices and waste management systems. Furthermore, by advancing actions related to consumer choices, the circular economy, material salvaging, and green demolition, the Zero Waste Strategy will also directly contribute to the reduction of our consumption based and territorial GHG emissions and meeting our Climate Plan targets.

1.3.2 CRD 2021 Solid Waste Management Plan

The Capital Regional District's (CRD) 2021 Solid Waste Management Plan details the CRD's solid waste management services, plans, and targets for the region. The Plan contains 15 strategies and 72 actions, many of which are relevant to and supportive of municipal solid waste reduction goals. The Plan's overarching goals are to:

- 1) Surpass provincial waste disposal targets;
- 2) Extend the life of the Hartland Landfill to 2100 and beyond; and,
- 3) Have an informed population that participates in proper waste management practices.

1.3.3 Provincial and Regional Waste Reduction Targets

Provincial target	350kg/person
CRD targets	250kg/person by 2031 125kg/person – stretch target
City of Victoria target	50% reduction in landfill waste by 2040
Saanich Climate Plan targets	100% diversion of organics and paper by 2030

1.4

Relationship to Other Initiatives

Table 1 summarizes the relationship this project has to other initiatives in the region and province. Weblinks are provided for the documents where publicly available.

Table 1: Related Plans, Policies and Initiatives

Plan/ Policy/ Initiative	Relationship
District of Saanich 2023-2027 Strategic Plan	Gives direction for the Zero Waste Strategy through the Climate Action and Environmental Leadership Goal, specifically Initiative 1.3.5 - Develop and implement a community wide Zero Waste Strategy that supports the achievement of the regional waste stretch targets. Available at: The Strategic Plan District of Saanich
District of Saanich Proposed Official Community Plan, 2024	The principal legislative tool for guiding future growth and change in Saanich, which outlines the vision for a sustainable community, including One Planet Living and policies specific to climate action and targets. Available at: Official Community Plan (OCP) District of Saanich
District of Saanich Climate Plan, 2020	Includes direction and specific action for a Zero Waste Strategy. Reducing waste generation and disposal, curbing consumption, rethinking consumer and business patterns, and encouraging circular economy initiatives all align with the goals of the 2020 Climate Plan. Available at www.saanich.ca/climateplan
CRD 2021 Solid Waste Management Plan	Provides the regional context for waste management, including goals and targets. Available at: solidwastemanagementplan-final-approvedbyministry2023-07-13.pdf (crd.bc.ca)
District of Saanich Checkout Bag Regulation Bylaw, 2020, No. 9589	This bylaw phased out the use of single-use plastic bags as of August 20, 2021. Available at: Reducing Single-Use Plastic Bags District of Saanich
District of Saanich Garbage Collection and Disposal Bylaw, 9233, No. 9233	Outlines the collection of waste and organics, including bin fee schedules. Available at: Bylaws & Policies search District of Saanich
District of Saanich Economic Development Strategy, 2024	Includes actions that are supportive of green solutions, low carbon initiatives, and expansion of the circular economy. Available at: Saanich developing new five-year economic development strategy District of Saanich

Plan/ Policy/ Initiative	Relationship
City of Victoria Demolition Waste and Deconstruction Bylaw , NO. 22-062	A City of Victoria bylaw to salvage valuable wood and construction materials to prevent these items from entering the landfill. This provides a template for Saanich and other municipalities to enact similar bylaws to support regional efforts to reduce C&D waste. Available at: Demolition & Construction Waste City of Victoria
Federal and provincial single-use plastics regulations , 2023	In 2023, the federal government and BC provincial government enacted a ban on single-use plastics. Available at: Plastics - Province of British Columbia (gov.bc.ca)
District of Saanich Agriculture and Food Security Plan , 2018	Provides the vision, objectives and actions to achieve agriculture and food security in Saanich. Alignment should be made with this plan, considering the ties with food waste and the embodied emissions of our food sources: Agriculture & Food Security Plan District of Saanich
District of Saanich Environmental Policy Framework , underway	Saanich is currently developing an Environmental Policy Framework that considers existing and potential future policies, plans, and programs to integrate sustainability and the natural environment. More information on is available here: Resilient Saanich: Environmental Policy Framework District of Saanich
Zero Waste Plans and Strategies from various municipalities	Cities such as Victoria, Vancouver, Toronto, and Ottawa have exemplary zero waste management strategies which can be used to help inform what could be done in Saanich.

2.0 Project Roles & Scope

2.1 Roles and Responsibilities

2.1.1 District of Saanich – Project Manager & Working Group

A Senior Sustainability Planner from the Saanich Sustainability Division will lead the development of the Zero Waste Strategy as the project manager. A core internal working group will also be established at the project's onset to help guide development of the strategy. The working group will consist of the project manager and staff from Sustainability and Solid Waste Services in the Engineering Department. The group will provide technical expertise, input, and advice for the Zero Waste Strategy and potential recommendations. They will also review and provide feedback on draft versions of the deliverables. This group will support engagement initiatives and act as representatives for information sharing to/from their respective departments.

2.1.2 Consultant

A Request for Quotes (RFQ) process will be undertaken to hire a consultant to deliver on parts of the scope and deliverables outlined in Sections 2 and 3 of this Terms of Reference. Specifically, a consultant(s) will be hired to:

- Model one or more pathways using the identified actions to demonstrate how Saanich may achieve its zero waste targets (e.g., business as usual vs. action to achieve CRD and Saanich targets).

Consultants may also be requested to deliver on other information required to input into the Strategy, for example:

- 1) Complete an analysis of current solid waste data to build on preliminary assessments carried out by the District of Saanich:
 - i. Review existing data sources in the region:
 - Residential single- and multi- family, ICI, and CR&D waste data
 - Corporate waste data for Saanich-owned and operated facilities
 - Waste audits
 - District and regional information, studies, and projections
 - ii. Use the above information to provide a clear understanding of overall waste generation, diversion, flow, and management in Saanich and the region. Include an overview of waste-related fee structures, fines and enforcement programs, and incentives to provide an analysis of the effectiveness of these various tools as a driver for waste reduction and diversion.
 - iii. Determine where there are gaps in data and identify opportunities to fill these gaps.
 - iv. Determine the best method(s) of collecting, tracking, measuring, and monitoring solid waste data for the various sectors in Saanich.
- 2) Assist in public and internal engagement design and execution.

- 3) Provide a critical issues and opportunities report which summarizes background research and engagement results.
- 4) Prepare a report outlining the recommended pathway(s) and actions for the Saanich community and corporation to achieve zero waste. Risks, constraints, costs, and co-benefits should also be considered for each pathway.

The consultant(s) will coordinate with the District of Saanich Project Manager to provide a detailed timeline with associated deliverables and regular update meetings.

2.1.3 Internal and External Engagement

Appendix A includes a draft list of key stakeholders and Indigenous rightsholders. Staff from across the District, including Engineering, Planning, and Parks, Recreation & Community Services in addition to external stakeholders, members of the public and Indigenous rightsholders will be engaged throughout the Strategy development process to gather input on:

1. Challenges and opportunities related to waste management, diversion, and getting to zero waste;
2. Development of targets and sub-targets;
3. Development of Strategy actions and timelines; and
4. Feedback on the draft Strategy.

2.2 Scope of Work

The scope of work for delivering the project should include, but may not be limited to, the items outlined in Table 2.

Table 2: Scope of Work

	Scope Item	Description	Responsible	Timeline
Phase 1	Project Terms of Reference and RFQ	<ul style="list-style-type: none"> Finalize project Terms of Reference for developing the Zero Waste Strategy Issue an RFQ for a consultant to help with core components of the Strategy development (see 2.1.2) Establish an internal working group by identifying Subject Matter Experts (SMEs) across the District to provide input into the Strategy. 	Saanich PM	Feb – May 2024
Phase 2	Baseline research and jurisdictional review	<ul style="list-style-type: none"> Jurisdictional review of zero waste plans, policies, and bylaws from other municipalities, governments, and organizations, including those with notable equity considerations. Review of best and next practices for waste strategies, e.g., municipal policy and regulation, advocacy for provincial policy and regulation, municipal incentives and support, partnerships and collaboration, demonstrating leadership. Analysis of current waste management practices in Saanich, including waste streams, waste sectors, service providers, and data sources. Distinguish between Corporate waste management and community waste management. Research regional priorities, initiatives, and waste targets to ensure the Strategy is in alignment. Include circular economy opportunities. 	Saanich PM and Consultant	Apr – June 2024

	Scope Item	Description	Responsible	Timeline
	Draft the Strategy framework	<p>Define the structure and framework for the Zero Waste Strategy, including vision, focus areas, and timelines.</p> <p>The Strategy will consider the following sectors:</p> <ul style="list-style-type: none"> • Residential – single family homes (single family, duplexes, triplexes) • Residential – multi-family homes (townhomes, row-houses, apartment buildings) • Saanich owned and/or operated facilities • Commercial (malls, restaurants) • Industrial • Institutional (school board, medical facilities) • Streetscape • Parks & natural spaces <p>Potential focus areas may include: single-use items and packaging, food and organics, CR&D (construction, renovation, and demolition).</p>	Saanich PM and Consultant	June – July 2024
Phase 3	Part 1 Engagement: issues & opportunities	<p>Identify external stakeholders and Indigenous rightsholders (see draft list in Appendix A) to be engaged.</p> <p>Internal and external engagement to capture input on issues and opportunities related to the proposed strategy and focus areas, waste reduction, circular economy opportunities, and achieving zero waste. Including:</p> <ul style="list-style-type: none"> • Internal meetings and workshops • Key stakeholder engagement workshops • One-on-one meetings • Public engagement using means such as webinars and online surveys via HelloSaanich. • Email surveys to relevant groups where workshops are not necessary. 	Saanich PM and Consultant	July – Sept 2024

	Scope Item	Description	Responsible	Timeline
	Identification of issues and opportunities	Based on the methods above (research, analysis, engagement) a comprehensive understanding of waste management in the region should be obtained. Identify and report on barriers, challenges, opportunities, and successes.	Consultant	Sept – Oct 2024
Phase 4	Identification of Targets and Actions	<p>Use the information developed to date to collaborate with the internal working group and departmental SME's to:</p> <ul style="list-style-type: none"> • Establish ambitious, realistic and agreed upon waste targets and projections for 2030 and beyond (e.g., waste diversion rates, total annual tonnes of landfill waste produced, number of new circular economy initiatives established). • Identify actions to deliver on those targets, including a review of Saanich's waste and development bylaws for opportunities to improve waste diversion and reduce waste generation. • Cost estimates should be identified or estimated (where feasible) for proposed actions in order to inform future budget. These estimates should include impact to existing resources and the expansion of required resources. 	Saanich PM and Consultant	Nov – Dec 2024
	Zero Waste Modelling	<p>Model one or more pathways using the identified actions to demonstrate how Saanich may achieve its zero waste targets – this should include a baseline, business as usual line and consideration of both Saanich and CRD waste targets. Sub-targets should also be identified at this stage.</p> <p>Examples of such pathway modelling can be found on p.5 in the CRD's 2022-solid-waste-management-plan-progress-report.pdf (crd.bc.ca), as well as Figure 5 (p. 9) in the Saanich building-retrofit-strategy.pdf (saanich.ca).</p>	Consultant	

	Scope Item	Description	Responsible	Timeline
Phase 5	Part 2 Engagement	<ul style="list-style-type: none"> Part 2 engagement will capture input on preferred targets, actions, and modelled pathways. Methods and participants are TBD based on earlier results. At minimum, the draft targets, actions, and pathways will undergo one round of reviews with the internal working group and select SME's. 	Saanich PM and Consultant	Jan – Feb 2025
	Final draft and review of the Zero Waste Strategy	<ul style="list-style-type: none"> Finalize the Zero Waste Strategy, including: <ul style="list-style-type: none"> Recommended modelled pathway and action plan. Working group and select SME's to review and provide comments on the final draft of the Zero Waste Strategy. 	Saanich PM and Consultant	Mar – May 2025
Phase 6	Project approval	<ul style="list-style-type: none"> Zero Waste Strategy is presented to Council for approval 	Saanich PM and Consultant	May 2025

2.2.1 Out of Scope

The following is not included within the scope of this project, although may be undertaken in other capacities:

1. Reducing emissions from sources related to consumer choice and industry transition (e.g., aerosols, refrigerants, foams).
2. Biosolids.
3. Full bylaw amendments - updated bylaws will be written by the District of Saanich as part of the implementation of the Zero Waste Strategy, where deemed necessary.
4. Embodied emissions calculations and GHG emissions tracking and reporting.

3.0 Key Deliverables & Timeline

3.1 Timeline

Development of the Zero Waste Strategy is anticipated to take approximately 12 months to complete. Table 3 outlines the key components, timelines, and deliverables necessary to complete the Strategy.

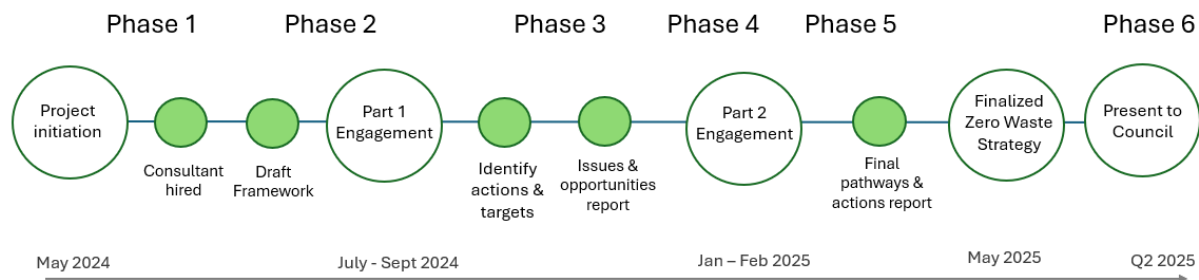


Figure 3: Project timeline

3.2 Key Milestones and Deliverables

Table 3: Key Milestones & Deliverables

Milestone / Deliverables		Date	Responsible
Phase 1	Approved project Terms of Reference	May 10, 2024	PM
	Establish internal working group	May 15, 2024	PM
	RFQ for consultant issued	May 22, 2024	PM
Phase 2	Draft strategy framework	Jun 28, 2024	PM w/ consultant input
	Part 1 engagement methodology & questions prepared	July 15, 2024	PM w/ consultant input
	Part 1 engagement presentation(s) / materials prepared	July 15, 2024	PM w/ consultant input
Phase 3	Part 1 internal & external engagement: issues & opportunities	July 15 – Sept 2024	PM and consultant
	Part 1 engagement summary report	Nov 1, 2024	PM
	Issues & Opportunities Report	Nov 1, 2024	Consultant
Phase 4	Draft modelled pathway and action plan report	Dec 2, 2024	Consultant
	Part 2 engagement presentation(s) / materials prepared	Jan 3, 2025	Consultant w/ PM input

Milestone / Deliverables		Date	Responsible
Phase 5	Part 2 engagement: capture input on draft targets, actions, pathways	Jan 6 – Feb 2025	Consultant w/ PM input
	Part 2 engagement summary report	Mar 14, 2025	PM
	Final Recommended Pathway and Actions to Zero Waste Strategy Report	Mar 28, 2025	Consultant
	Proposed Zero Waste Strategy	April 30, 2025	PM
Phase 6	Zero Waste Strategy	May 2025	PM
	Presentation to Council		PM

4.0 Budget, Dependencies & Constraints

4.1 Project Budget & Pricing Structure

A project budget of \$60,000 has been allocated from the Climate Action Reserve Fund. The project budget includes costs associated with engagement and hiring a consultant to deliver on items as identified in Tables 2 and 3.

After completion of this project, a detailed resource request will be put forward to Council to help support the implementation of this work.

4.2 Project Constraints

Budget: The budget may constrain the ability to access the full data set required for desired analysis and modelling. If additional funding is required to secure the necessary data analysis or consultancy support, funding from other climate projects may need to be reallocated.

Data: Waste is collected by many different parties in Saanich and at varying degrees of accuracy. This may result in limitations in the quality and quantity of data available, which could hinder the ability to set and measure waste targets and develop the most appropriate actions.

Resources: While staff will build on work already undertaken by the larger waste teams at the City of Victoria and CRD, the extensive scope of the project and zero waste portfolio is such that the limited number of District staff available may hinder the ability to make rapid progress.

Timelines: Project timelines are short and there is a risk of unforeseen delays.

4.3 Request for Quotes Evaluation Process

A Request for Quotes (RFQ) process will be undertaken to hire a consultant to assist with core components of the strategy development (see Section 2.1.2.). It is expected that the following weighting and minimum score(s) would be used during the RFQ evaluation process (Table 4):

Table 4: RFQ Evaluation Criteria

Evaluation Criteria		Weight	Minimum Score
1	Proposal submission (overall quality of material presented)	10	
2	Experience, Qualifications and Credentials	20	
3	Previous Projects & References	15	
4	Methodology to provide services	35	
5	Pricing/Hourly rates	15	
6	Corporate Sustainability Practices	5	
Total		100	

Appendix A – Draft Key Stakeholder and Rightsholder List

The following table provides a draft list of stakeholders and Indigenous rightsholders that may be engaged as part of the Strategy development. This list may be expanded or refined as the scope is finalized and engagement is initiated.

Zero Waste Strategy – Draft Key Stakeholder and Rightsholder List	
Saanich Council & Committees	
<ul style="list-style-type: none"> • District of Saanich Council 	<ul style="list-style-type: none"> • Sustainability & Climate Action Advisory Committee
Saanich Departments	
<ul style="list-style-type: none"> • Saanich Corporate Services • Saanich Engineering • Saanich Finance 	<ul style="list-style-type: none"> • Saanich Parks, Recreation & Community Services • Saanich Planning
Other Governments and Nations	
<ul style="list-style-type: none"> • CRD – Environmental Resource Management • Ministry of Environment - Climate Action Secretariat • W̱SÁNEĆ Leadership Council • Songhees First Nation • Esquimalt First Nation 	<ul style="list-style-type: none"> • Tsartlip First Nation • Pauquachin First Nation • Tsawout First Nation • Tseycum First Nation • Malahat First Nation
Public Institutions	
<ul style="list-style-type: none"> • School District 61 and 63 • Island Health 	<ul style="list-style-type: none"> • University of Victoria • Camosun College
Food Agencies	
<ul style="list-style-type: none"> • Capital Region Food & Agriculture Initiative Roundtable 	<ul style="list-style-type: none"> • Saanich Agriculture and Food Security Plan Task Force
Waste & Recycling Industry	
<ul style="list-style-type: none"> • CRD / Hartland Landfill • Private waste management companies • Recycle BC • The Bottle Depot • Donations / Reuse Centres • National Zero Waste Council 	<ul style="list-style-type: none"> • Victoria Compost Education Centre • The Diverters' Foundation • Informal recyclers (i.e., binners) • Return-It locations • Coast Waste Management Agency (CWMA) • Recycling Council of BC

Zero Waste Strategy – Draft Key Stakeholder and Rightsholder List

ICI Sector (Industrial, Commercial, Institutional)

- | | |
|--|--|
| <ul style="list-style-type: none"> • Large commercial centres (e.g., Uptown) • Food service industry (e.g., restaurants, café's) | <ul style="list-style-type: none"> • Construction, Renovation & Demolition sector |
|--|--|

Community Members & Other Organizations

- | | |
|---|---|
| <ul style="list-style-type: none"> • General public • Multifamily building residents and owners • Newcomers and multi-lingual communities • Saanich Youth Council | <ul style="list-style-type: none"> • Saanich Community Associations • Saanich Community Association Network (SCAN) • The Victoria Native Friendship Centre |
|---|---|