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## **ENVIRONMENTAL SERVICES COMMITTEE**

Notice of Meeting on **Wednesday, March 26, 2014, at 9:30 am**

Board Room, 6<sup>th</sup> Floor, 625 Fisgard Street, Victoria, BC

N. Jensen (Chair)  
V. Derman  
W. McIntyre

J. Mendum (Vice Chair)  
B. Desjardins  
A. Bryson (Board Chair, ex-officio)

D. Blackwell  
C. Hamilton

J. Brownoff  
B. Isitt

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### **AGENDA**

1. Approval of Agenda
2. Adoption of Minutes of February 26, 2014
3. Chair's Remarks
4. Presentations/Delegations
5. 2014 Environmental Services Committee Terms of Reference
6. Integrated Solid Waste and Resource Management Plan – Stage 2 Update (ERM 14-12)
7. Metro Vancouver Waste Flow Management Strategy – Request for Board Support (ERM 14-11)
8. Hauling and Processing Kitchen Scraps – Award of Contract 13-1787 – Supplemental Information (ERM 14-13)
  - a) Hauling and Processing Household Kitchen Scraps – Award of Contract 13-1787 (staff report to February 26 Environmental Services Committee meeting)
9. Hartland Landfill – Installation of Gas and Leachate Pipes – Award of Contract 14-1786 (EEE 14-08)
10. Resource Recovery Centre – Community Engagement Process (EHQ 14-09)
11. Information Item:
  - a) General Manager's Report (ERM 14-14)
12. Update from Roundtable on the Environment
13. Update from Solid Waste Advisory Committee
14. Update from Public and Technical Advisory Committee, Integrated Solid Waste Resource Management Plan
15. Adjournment

Next Meeting: April 23, 2014

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*To ensure quorum, please advise Nancy More at 250-360-3024 if you or your alternate cannot attend.*



**Minutes of a Meeting of the Environmental Services Committee**  
**Held Wednesday, February 26, 2014, in the Board Room, 625 Fisgard St., Victoria, BC**

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**Present:** **Directors:** N. Jensen (Chair), J. Mendum (Vice Chair, 9:39), D. Blackwell, J. Brownoff, C. Coleman (for B. Isitt), J. Cullington (for C. Hamilton), V. Derman, B. Desjardins, W. McIntyre, A. Bryson (Board Chair, ex officio)  
**Staff:** Robert Lapham, Chief Administrative Officer; L. Hutcheson, General Manager, Parks and Environmental Services; G. Harris, Senior Manager, Environmental Protection; A. Orr, Senior Manager, Corporate Communications; R. Smith, Senior Manager, Environmental Resource Recovery; S. Asdal, (recorder)

The meeting was called to order at 9:31 am.

**1. Approval of Agenda**

**MOVED** by Director Derman, **SECONDED** by Director Desjardins,  
That the agenda be approved as circulated.

**CARRIED**

**2. Adoption of Minutes**

**MOVED** by Director Brownoff, **SECONDED** by Director Desjardins,  
That the minutes of the November 27, 2013, meeting be adopted as previously circulated.

**CARRIED**

**3. Chair's Remarks:**

The Chair commented on the CRD's Green 365 campaign, the current "green in the kitchen" focus and the free sustainable cooking course recently provided in collaboration with London Chef to 24 residents.

**4. Presentations/Delegations**

- 1) Progress Report to Partners on Inter-Regional Collaboration for Watershed Sustainability – Presentation by Kim Stephens, The Partnership for Water Sustainability in BC

K. Stephens gave a presentation summarizing the progress report. The Committee discussion included the following topics:

- utilizing the Inter-Regional Education Initiative's website to display ongoing restoration work in the region
- creating special perimeter areas around watersheds to ensure protection
- L. Hutcheson confirmed that Committee members and representatives from Islands Trust will be invited to the March 28 Inter-Regional Collaboration session

## 5. Environmental Services Committee – Terms of Reference

**MOVED** by Alternate Director Cullington, **SECONDED** by Alternate Director Coleman,  
That the 2014 Environmental Services Committee Terms of Reference be approved.

On the motion the Committee discussed the need for stormwater to be addressed in the terms of reference.

**MOVED** by Director Bryson, **SECONDED** by Alternate Director Cullington,  
That the main motion be amended to include that the Environmental Services Committee Terms of Reference be amended to include the following function under 1.0 Purpose: "Integrated watershed management planning".

**CARRIED**

The Committee discussed the following points:

- emergency planning and response
- the need to reference the Solid Waste Advisory Committee and Public and Technical Advisory Committee in the Terms of Reference

**MOVED** by Director Desjardins, **SECONDED** by Director Derman,  
That the Terms of Reference as amended be referred to staff to include the Solid Waste Advisory Committee and Public and Technical Advisory Committee in the Terms of Reference, and that the Terms of Reference return to the Environmental Services Committee in March for consideration.

**CARRIED**

## 6. Integrated Watershed Management Implementation Update (EEP 14-01)

L. Hutcheson provided an overview of the report.

**MOVED** by Director Derman, **SECONDED** by Director Desjardins,  
That the Environmental Services Committee receive this report for information and recommend that staff continue to work on an integrated watershed management approach to protect the region's watersheds and receiving environment.

**CARRIED**

## 7. Hauling and Processing Household Kitchen Scraps – Award of Contract 13-1787 (ERM 14-03)

L. Hutcheson provided an overview of the report.

The Committee discussed the following points:

- the status of the Sustainability Fund
- greenhouse gas implications of hauling kitchen scraps for processing verses landfill disposal and gas utilization

- exploring other options, including gasification, as an alternative to composting
- the role of compost in soil replenishment and water conservation
- the importance of providing clear direction to staff to develop an in-region, long-term plan for kitchen scraps processing
- costs associated with the interim hauling and processing plan
- providing public education to ensure appropriate materials are composted

**MOVED** by Director Blackwell, **SECONDED** by Director Derman,  
That the report be referred to staff to report back at the March meeting on how cost recovery will be implemented.

**CARRIED**

The Committee discussed the Solid Waste Management Plan review and approval timeline.

**MOVED** by Director Derman, **SECONDED** by Director Desjardins,  
That the report be referred to the Solid Waste Advisory Committee for comment, and that the report return to the Environmental Services Committee in March for consideration.

**CARRIED**

The Committee discussed that staff will need to include the following information in the report: funding models for 2014 and 2015, greenhouse gas implications, how the Sustainability Fund will be replenished, as well as the minutes of the Public and Technical Advisory Committee.

**8. Millstream Meadows Remediation Project Update and Monitoring Results (August 2012-August 2013) (EEP 14-02)**

**MOVED** by Director Mendum, **SECONDED** by Director Brownoff,  
That the report be received for information.

**CARRIED**

**9. Roundtable on the Environment Update (EHQ 14-04)**

L. Hutcheson reported that the Roundtable on the Environment is continuing to work on a strategic framework which includes the principles that will guide their work as well as their environmental sustainability goals for the region.

**MOVED** by Director Derman, **SECONDED** by Director Brownoff,  
That the update be received for information.

**CARRIED**

**10. Update from Solid Waste Advisory Committee**

Director Mendum advised that the Committee met on February 13 and received the report on solid and liquid waste integration opportunities, discussed the terms of reference and expressed their interest in having the opportunity to help inform decisions, when appropriate, of the Environmental Services Committee.

**MOVED** by Director Mendum, **SECONDED** by Director Brownoff,  
That the update be received for information.

**CARRIED**

**11. Update from Public and Technical Advisory Committee, Integrated Solid Waste Resource Management Plan**

Director Mendum advised that the Committee last met in November and will next meet in March. The Committee is currently working on the financial sustainability component of the Solid Waste Management Plan.

**MOVED** by Director Mendum, **SECONDED** by Director Derman,  
That the update be received for information.

**CARRIED**

**12. Information Items**

- a) Multi-Material BC New Advisory Committee – Call for Expressions of Interest – Deadline: Wednesday, March 12
- b) Capital Region Invasive Species Partnership Minutes – September 18 and December 4, 2013
- c) E-mail exchange between CRD Board Chair Bryson and Shelley Webber, Association of Vancouver Island and Coastal Communities (AVICC) re: Stand Alone Meeting on the Topic of Solid Waste Management on Vancouver Island (December 2013)
- d) Letter from Edwin Grieve, Chair, Comox Valley Regional District re: Island-wide Meeting re: Waste Management (November 26, 2013)
- e) Letter from Nils Jensen to Mayor Bryson, Central Saanich re Composting Kitchen Waste and Securing an Appropriate Location for Processing (February 14, 2014) in Response to Letter of January 20

**MOVED** by Director Derman, **SECONDED** by Director Blackwell,  
That the items be received for information.

**CARRIED**

**13. New Business:** There was no new business.

**14. Motion to Close the Meeting**

**MOVED** by Director Blackwell, **SECONDED** by Alternate Director Coleman,  
That the Committee close the meeting in accordance with the *Community Charter* Part 4, Division 3, Section 90(1) (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose and (k) negotiations and related

discussions respecting the proposed provision of a regional district service that are at their preliminary stages and that, in the view of the Board, could reasonably be expected to harm the interests of the regional district if they were held in public.

**CARRIED**

The Committee moved to the closed session at 11:33 am.

The Committee rose from the closed session at 12:01 pm without report.

**15. Adjournment**

**MOVED** by Director Derman, **SECONDED** by Alternate Director Coleman,  
That the meeting be adjourned at 12:01 pm.

**CARRIED**

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CHAIR

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RECORDER



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**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

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**SUBJECT     2014 ENVIRONMENTAL SERVICES COMMITTEE TERMS OF REFERENCE**

**ISSUE**

To establish the terms of reference for the 2014 Environmental Services Committee.

**BACKGROUND**

Section 795(2) of the *Local Government Act* allows the Chair to establish standing committees "for matters the chair considers would be better dealt with by committee and may appoint persons to those committees". In addition, section 26(1) of the CRD Board Procedures Bylaw allows the Chair to "establish a Board Standing Committee as a regular permanent committee whose mandate will be in relation to a CRD service or potential service".

In accordance with the above, the Board Standing Committees for 2014 have been established as follows:

Committee of the Whole  
Core Area Liquid Waste Management  
Electoral Area Services  
Environmental Services  
Finance  
Governance  
Planning, Transportation and Protective Services  
Regional Parks

At a meeting held January 8, 2014, the Board considered a staff report regarding the 2014 Board standing committee structure and noted that the terms of reference for the majority of the committees remain unchanged from 2013 with the exception of the following:

- *Finance:* The Finance and Corporate Services Committee has been redefined as the Finance Committee and the revised terms of reference reflect a narrower focus that parallels the functions of the Finance and Technology Department;
- *Governance:* The Governance Select Committee has been re-established as a standing committee of past and current Board Chairs and will meet at the call of the Chair. The terms of reference have been expanded to include consideration of general governance and corporate administration and operation matters.

At a meeting held February 26, 2014, the Environmental Services Committee considered the terms of reference for the 2014 Environmental Services Committee. Staff was directed to amend the terms of reference to include: a) the following functions under 1.0 Purpose: "Integrated watershed management planning" and b) the Solid Waste Advisory Committee and Public and Technical Advisory Committee; and that the terms of reference return to the Environmental Services Committee in March for consideration.

**ALTERNATIVES**

1. That the Environmental Services Committee recommend to the CRD Board that the revised terms of reference for the 2014 Environmental Services Committee as attached in Attachment 1 be approved.
2. That the terms of reference be referred back to staff for further review.

**IMPLICATIONS**

The terms of reference that have been developed for each committee identify the mandate/purpose of the committee, its establishment and authority, the composition, procedures and staff resources. For the most part, the committees are structured around specific service areas and the terms of reference identify the primary staff liaison(s) for each committee.


**CONCLUSION**


The terms of reference for the 2014 Environmental Services Committee are attached for the Committee's consideration. They will serve to clarify the mandate, responsibilities and procedures governing the Environmental Services Committee.

**RECOMMENDATION**

That the Environmental Services Committee recommend to the Capital Regional District Board:

That the revised terms of reference for the 2014 Environmental Services Committee as attached in Attachment 1 be approved.

  
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Sonia Santarossa, MA  
Senior Manager  
Legislative & Information Services

  
\_\_\_\_\_  
Robert Lapham, MCIP  
Chief Administrative Officer  
Concurrence

SS:dv

Attachments: Attachment 1 – Environmental Services Committee Terms of Reference  
Appendix A – Solid Waste Advisory Committee Terms of Reference  
Appendix B – Public and Technical Advisory Committee Terms of Reference  
Appendix C – Roundtable on the Environmental Terms of Reference



# Terms of Reference

The logo for the Capital Regional District (CRD) is located in the top right corner of the header. It consists of the letters "CRD" in a stylized, bold, sans-serif font, positioned above a dark, wavy horizontal line that spans the width of the header.

## **ENVIRONMENTAL SERVICES COMMITTEE**

### **PREAMBLE**

The Capital Regional District (CRD) **ENVIRONMENTAL SERVICES COMMITTEE** is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding waste management, resource recovery, climate change and other environmental matters.

The Committee's official name is to be:

### **ENVIRONMENTAL SERVICES COMMITTEE**

### **1.0 PURPOSE**

The mandate of the committee includes overseeing and making recommendations to the Board regarding the following functions:

- Policy matters pertaining to liquid waste management, i.e. beneficial use of biosolids, regional source control and energy recovery from sewage and treated effluent
- Regional solid waste function
- Waste diversion and recycling programs
- Hartland operations
- Resource recovery opportunities
- Integrated waste management planning issues
- Stormwater quality function for the Core area, Gulf Islands, Sooke, and Juan de Fuca Electoral Area
- Climate action
- Solid Waste Advisory Committee (SWAC), including its members, terms of reference (Appendix A)
- Public and Technical Advisory Committee (PTAC), including its members, terms of reference (Appendix B)
- Roundtable on the Environment (RTE), including its members, terms of reference (Appendix C)
- Millstream Meadows Remediation
- Environmental and sustainability matters
- Integrated watershed management planning

### **2.0 ESTABLISHMENT AND AUTHORITY**

- The committee will make recommendations to the Board for consideration; and
- The Board Chair will appoint the Committee Chair, Vice Chair and committee members.

**3.0 COMPOSITION**

- The Chair, Vice Chairs and members are appointed annually by the Board Chair.

**4.0 PROCEDURES**

- The committee shall meet on a monthly basis, except August and December, and have special meetings as required;
- The agenda will be finalized in consultation between staff and the Committee Chair and any committee member may make a request to the Chair to place a matter on the agenda;
- With the approval of the Committee Chair and the Board Chair, committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration; and
- A quorum of 50% plus one of the committee membership is required to conduct committee business.

**5.0 RESOURCES AND SUPPORT**

- The General Manager Parks and Environmental Services will provide administrative support; and
- Minutes and agendas are prepared and distributed by the Legislative & Information Services Department.



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**CAPITAL REGIONAL DISTRICT SOLID  
WASTE ADVISORY COMMITTEE  
TERMS OF REFERENCE**

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1. **BACKGROUND AND NEED**

The Capital Regional District (CRD) and stakeholder groups representing private enterprise, municipalities and the community at large have been meeting since 1996 to review and evaluate how solid waste and recyclables are collected and handled in the Capital Region.

Because:

- a) the way solid wastes and recyclables are handled and collected is complex, geographically spread out and has multi-private and public stakeholders; and
- b) there is a need to coordinate the handling and collection with the composting work; and
- c) there is a provincial requirement that the CRD's performance on implementing the Solid Waste Management Plan (SWMP) be monitored;

the Solid Waste Advisory Committee (SWAC) will:

- a) continue to provide advice and guidance to the Environmental Sustainability Committee; and
- b) act as the Plan Monitoring Advisory Committee (PMAC) on behalf of the Environmental Sustainability Committee.

2. **ROLES AND RESPONSIBILITIES**

All work related to the evaluation of solid waste collection and handling and composting will be routed through SWAC.

The role of SWAC is to:

- a) Review and prioritize outstanding issues related to the solid waste function.
- b) Comment and provide recommendations on each of these issues to the Environment committee.
- c) Where necessary, suggest the level of public consultation required to make a final recommendation.
- d) Respond to requests from the Environmental Sustainability Committee.
- e) Coordinate with other CRD committees where necessary.
- f) Report to the Environmental Sustainability Committee.

g) Act as PMAC:

i) Purpose:

To monitor and report on the implementation and effectiveness of the SWMP and report findings to the Environmental Sustainability Committee.

ii) Tasks:

- comment on progress and whether the identified programs have been implemented in the manner specified in the SWMP
- comment on public support and acceptance of the identified programs
- provide feedback regarding relevance and effectiveness of the identified programs
- receive and provide feedback on annual reports on the plan
- identify any departures from the plan's commitments
- recommend corrective action if required
- receive Solid Waste division annual reports
- report findings to the Environment committee
- respond to referrals from the Environment committee on issues affecting the monitoring of the plan
- convene subcommittee(s) where and when necessary

iii) Meetings and Reporting:

SWAC shall report once per year to the Environmental Sustainability Committee on matters pertaining to SWMP monitoring.

iv) Administration:

CRD staff will provide support regarding SWMP monitoring as outlined above.

The powers for SWAC shall continue to be:

- a) Establish and direct subcommittees as necessary.
- b) Hire consultants to:
  - facilitate public outreach process; and
  - confirm/research additional information.
- c) Establish and direct meetings/forums with industry/public/municipalities as necessary.

**3. COMPOSITION AND CHAIR**

- 1 - CRD director, member of the Environmental Sustainability Committee - Chair of SWAC
- 3 - CRD directors or councillors (Core Area)
- 1 - CRD director or councillor (District of Saanich)
- 1 - CRD directors or councillors (Western Communities)
- 3 - CRD directors or councillors (Peninsula/Gulf Islands)
- 1 - Roundtable on the Environment representative
- 6 - Private sector haulers and processors
  - 1 - Composting industry representative
- 3 - Members at large for the community
  - 1 - Prospect Lake/Hartland area representative
  - 1 - Salt Spring Island Solid Waste Advisory Committee representative

1 - Highest Waste Management Facility representative

4. **RULES OF PROCEDURE**

The CRD Board rules of procedure will apply.

5. **ADMINISTRATION**

Administrative matters related to SWAC will be conducted by CRD staff acting through the chair.

6. **TERM**

SWAC will conclude its work when all seven directors or councillors agree that SWAC has fulfilled its duties and responsibilities.

Approved by CRD Environment Committee 04 November 1998

Revised by CRD Board 13 February 2002

Revised by CRD Environment Committee 01 May 2002

Revised by CRD Environment Committee 05 February 2003

Revised by CRD Environment Committee 05 May 2004

Revised by C RD Environment Committee 22 February 2006



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## CAPITAL REGIONAL DISTRICT

### PUBLIC AND TECHNICAL ADVISORY COMMITTEE INTEGRATED SOLID WASTE AND RESOURCE MANAGEMENT PLAN

#### TERMS OF REFERENCE

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#### 1. BACKGROUND AND NEED

The British Columbia Ministry of Environment has requested that the Capital Regional District (CRD) prepare Revision 3 of the Solid Waste Management Plan. The Ministry's *Guide to the Preparation of Regional Solid Waste Management Plans* requires the establishment of a public and a technical advisory committee to advise the regional Board and/or its standing committee on the development of the plan with representation from a diversity of sectors within the regional community. The guidelines allow for the formation of single combined public and technical advisory committee.

#### 2. ROLES AND RESPONSIBILITIES

The role of the Public and Technical Advisory Committee (PTAC) is to:

- act as advisory committee to the Steering Committee (Environmental Sustainability Committee) on the development of the Integrated Solid Waste and Resource Management Plan
- review guiding principles and provide feedback for the Plan
- review information provided by the CRD and its consultants and provide comments and suggestions to be considered for the new Plan
- provide input on design and implementation of public surveys and consultation processes
- assist in reviewing current programs and identifying issues and options (Stage 1 report)
- assist in developing and evaluating a variety of 5R options and strategies for the draft Plan (Stage 2 report)
- participate in public consultation, as required (for example, attendance at Open Houses)
- review public consultation results and provide input on the final Plan
- participate in smaller ad-hoc committees dealing with specific issues or tasks, as required; and
- ensure that proposed programs and policies are in the best interests of all residents of the CRD, balancing both community and industry needs and technical requirements.

The recommendations of PTAC are conveyed to the Environmental Sustainability Committee through staff.

### **3. COMPOSITION AND CHAIR**

- 1 - member of the Environmental Sustainability Committee - Chair of SWAC
- 2 - private sector waste management industry service providers
- 2 - private sector solid waste facility representatives
- 1 - non-profit group with an interest in solid waste management (e.g. reuse organization)
- 1 - large institutional solid waste generator
- 2 - business representatives, including one focused on the 3Rs
- 1 - Roundtable on the Environment representative
- 3 - members at large for the community (ratepayer association, youth, senior)
- 1 - Prospect Lake/Hartland area representative
- 1 - Salt Spring Island Solid Waste Advisory Committee representative
- 2 - municipal staff that are involved in collection
- 1 - representative from the environmental community
- 1 - representative from a product stewardship program

In addition, a letter will be sent to a number of ministries specified in the provincial guide and all First Nations in the region inviting them to participate in the process. A Ministry of Environment representative will also participate as a non-voting member of the committee.

The committee shall elect a Chair and Vice Chair at its first meeting.

Participation on PTAC is voluntary.

### **4. RULES OF PROCEDURE**

The CRD Board rules of procedure will apply.

### **5. ADMINISTRATION**

Administrative matters related to PTAC will be conducted by CRD staff acting through the Chair.

### **6. TERM**

PTAC will conclude its work when the plan has been approved by the CRD Board. Members will be asked to commit for up to three years.

*Approved by the Environmental Sustainability Committee on January 25, 2012.*

### CAPITAL REGIONAL DISTRICT ROUNDTABLE ON THE ENVIRONMENT TERMS OF REFERENCE

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#### **PURPOSE AND ROLE**

The purpose of the Roundtable on the Environment (RTE) is to provide support to the Capital Regional District (CRD) through the Environmental Sustainability Committee in pursuing its strategic direction related to environmental protection and climate action.

Specifically, the role of the RTE will be to:

- a) provide advice to staff and decision-makers on future-oriented, long-term, strategic environmental sustainability issues; and
- b) within the broad mandate of the CRD, bring forward its own views on emerging issues and new strategies that could be initiated to meet the CRD's overall sustainability goals and strategic priorities.

The RTE will function as an independent advisory body consisting of residents of the CRD with comprehensive experience in environmental management and its application to regional sustainability initiatives. Without limiting the scope of the RTE mandate, the CRD, through the General Manager, Environmental Sustainability, will request RTE submissions in such areas as strategic priority planning, business planning, and the Regional Sustainability Strategy.

#### **RELATIONSHIP TO THE CRD**

The RTE will typically report through the Environmental Sustainability Committee. That committee may refer matters on to other standing committees of the CRD Board and to the CRD Board. In those cases, the RTE may report directly back to those committees as necessary. The Environmental Sustainability Committee, the Board or the General Manager of Environmental Sustainability may also refer matters to the RTE.

The General Manager of Environmental Sustainability, or delegate, will act as staff liaison to attend RTE meetings, represent the CRD and provide effective communication between the RTE and the CRD.

#### **MEMBERSHIP AND SELECTION**

RTE membership will be nine to 12 members at any time. The CRD will solicit expressions of interest from the community each year, as positions become available. The General Manager of Environmental Sustainability will solicit and recommend RTE members for approval by the Environmental Sustainability Committee and the CRD Board.

The CRD Environmental Sustainability Committee will nominate a Director from the committee to act as a non-voting liaison to the RTE.

Chairs, and/or their delegates, of the Planning, Transportation and Protective Services Committee and the Regional Parks Committee may also act as a liaison to the RTE on relevant matters.

Members of the RTE will serve a term of two years, renewable to a maximum period of six years.

The RTE will elect its own chair annually to a maximum term of three years.

Members are to serve without remuneration.



**PROCEDURE**

The RTE will meet approximately four to six times per year. Dates of meetings will be set at the beginning of the year based on recommendations of the General Manager of Environmental Services and the Chair. Any additional meetings will be at the call of the Chair.

The CRD Rules of Procedure will apply.

**BUDGET**

Subject to CRD Board approval, an annual budget will be available to cover costs related to the administration and logistical support for convening meetings through the year.

Approved by CRD Board on April 14, 2010  
Revised by CRD Board on March 19, 2011

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

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**SUBJECT     INTEGRATED SOLID WASTE AND RESOURCE MANAGEMENT PLAN –  
STAGE 2 UPDATE**

**ISSUE**

To provide an update on the Integrated Solid Waste and Resource Management Plan.

**BACKGROUND**

The Capital Regional District (CRD) is developing a new Integrated Solid Waste and Resource Management Plan (ISWRMP) at the request of the Ministry of Environment.

The Environmental Services Committee (ESC) acts as the Steering Committee for the new plan. As part of the public review and consultation process, the ministry requires the involvement of a Public and Technical Advisory Committee (PTAC) with representation from a diversity of sectors within the regional community and one elected official who acts as liaison to the Steering Committee.

Appendix A provides an overview of the stages of plan development and work progress. To date, the ESC has been provided with two updates on plan development.

This report presents a third update on the following memorandum topics:

- The 4<sup>th</sup> R – Resource Recovery
- The 5<sup>th</sup> R – Residual Management
- Regulatory & Community Issues

Brief summaries of the topics and discussion points by PTAC are provided in Appendix B. Full copies of all technical memorandums and meeting minutes are available upon request. The primary directions from the most recent technical memos and PTAC discussions are:

- Resource Recovery – given current waste diversion rates it is not realistic to expect approval of a waste-to-energy facility in this version of the CRD's ISWRMP.
- Residual Management – landfill life should be a primary area of focus in this ISWRMP.
- Regulatory & Community Issues – the regulation of waste flows is an important tool in ensuring financial sustainability for regional solid waste infrastructure.

A final memorandum will outline the current funding model for the solid waste function and introduce a financial modelling tool that will help frame the discussion of a new waste reduction target and goals for the new ISWRMP. This memorandum will be presented to ESC in April. The seven memorandums will form the basis for the development and evaluation of strategies in the draft plan.

Following receipt of the final memo on financial management by PTAC and ESC and prior to starting work on drafting the plan, staff recommend a workshop with ESC and Board members to discuss all memorandums and confirm assumptions made and options identified. The workshop outcome will be to provide direction to the PTAC as they assist in the draft plan development.

### **CONCLUSION**

The CRD is developing a new Integrated Solid Waste and Resource Management Plan. The ESC acts as the steering committee for the plan. This report provides a summary of memorandum topics 4 to 6 with discussion points by the PTAC for consideration in the new plan. A final memorandum on financial management will be presented to the ESC in April. The seven memorandums will form the basis for discussion in the development of the new draft plan.

### **RECOMMENDATION**

That the Environmental Services Committee receive the Integrated Solid Waste and Resource Management Plan Stage 2 update for information.



Russ Smith  
Senior Manager  
Environmental Resource Management



Larisa Hutcheson, P.Eng.  
General Manager  
Parks & Environmental Services  
Concurrence

AB:dd

Attachments: Appendix A – ISWRMP Stages and Summary of Work to Date  
Appendix B – Memorandum Topics – Potential Options Discussed by PTAC

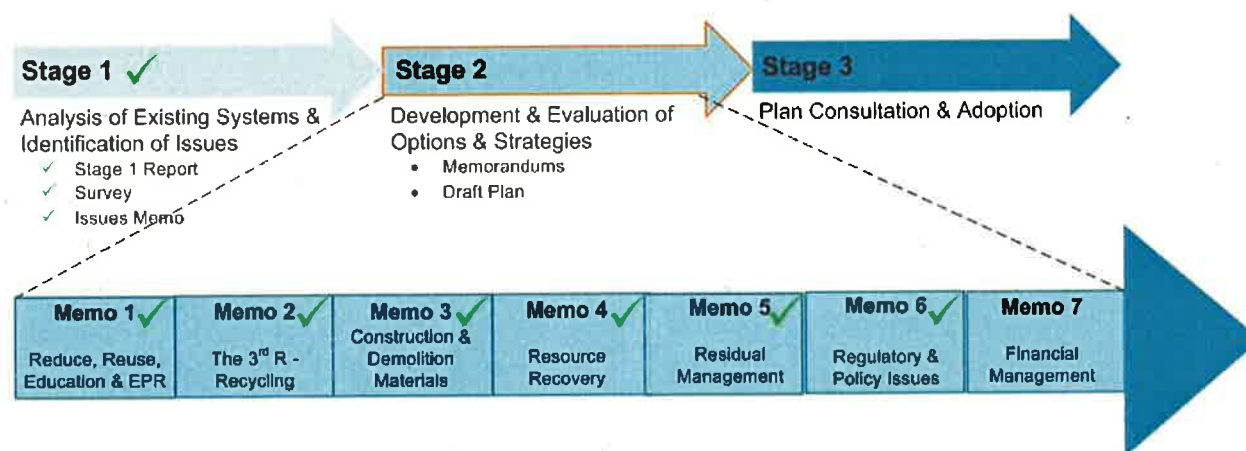
## INTEGRATED SOLID WASTE AND RESOURCE MANAGEMENT PLAN

### STAGES AND SUMMARY OF WORK TO DATE

The Ministry of Environment's *Guide to the Preparation of Regional Solid Waste Management Plans* outlines the following three stages for the development of a new plan:

- Stage 1: Analysis of Existing Systems and Identification of Issues  
 Stage 2: Development and Evaluation of Options and Strategies  
 Stage 3: Plan Consultation and Adoption

Figure 1 provides a graphic overview of the stages and progress of work.



#### Stage 1

The Stage 1 report was presented to the ESC at its October 24, 2012 meeting and included an overview of the existing solid waste management system, results of a public survey and a list of 36 issues to be discussed during Stage 2.

#### Stage 2

At its July 24, 2013 meeting, the ESC received an update on the first three memorandum topics discussed by PTAC:

- Memo 1: Reduce, Reuse and Extended Producer Responsibility
- Memo 2: The 3<sup>rd</sup> R: Recycling – Collection Services and End Uses
- Memo 3: Construction & Demolition Materials

The current report presents three additional memorandum topics. The memorandum on financial management will be presented at the next ESC meeting.

Following the completion of the memorandums, work will begin on drafting the plan which will include a new diversion target, guiding principles, goals & strategies and provide links to other CRD plans as well as provincial and federal policies and initiatives. The draft plan will have to be approved by ESC and the Board in conjunction with a public consultation plan.

#### Stage 3

Public consultation on the draft plan is expected to take place in the spring of 2015. Staff anticipate that the new ISWRMP will be ready for adoption by the Board in the fall of 2015.

**MEMORANDUM TOPICS  
POTENTIAL OPTIONS DISCUSSED BY THE  
PUBLIC AND TECHNICAL ADVISORY COMMITTEE**

**Memorandum 4: The 4<sup>th</sup> R – Resource Recovery (April 2013)**

The memo focuses on the recovery of energy and non-energy solid waste resources at the Hartland landfill. A number of resource recovery technologies and approaches are discussed and compared with information drawn from various feasibility studies conducted over the past years. The scope did not include integration with liquid waste. Three scenarios are identified ranging from enhancing the existing system to potential short term (up to 2020) and long term (beyond 2020) options. The CRD has to meet 70% diversion before waste to energy can be considered as a solid waste management option; therefore WTE is only being considered conceptually during this plan development. Resource recovery will be informed by liquid waste program decisions and be subject to a discussion of the financial model in a future memo.

SCENARIO TOPICS	PTAC DISCUSSION
<b>Enhancement of Existing System</b> <ul style="list-style-type: none"> <li>Optimize landfill management</li> <li>Increase landfill gas recovery</li> <li>Optimize aggregate management</li> <li>Mechanical separation of recyclables (metals, glass) at a material recovery facility</li> </ul>	<ul style="list-style-type: none"> <li>Landfilling is the lowest cost per tonne alternative.</li> <li>There will never be another landfill – we need to do whatever it takes to keep Hartland. The ISWRMP needs to be reframed within this context.</li> <li>Continue to maximize landfill gas recovery towards the goal of 75% recovery by 2016</li> <li>Excavate as much rock as possible to create disposal capacity as a resource for future generations.</li> <li>Commingling of recyclables will not maximize the first 3 R's, result in lower quality materials, higher contamination &amp; can be costly for what is recovered. There are uncertainties (e.g. MMBC plans) and quantities may not justify more than one facility.</li> <li>Leave it to the private sector. Or consider partnership opportunities with other regions or First Nations.</li> </ul>
<b>Short Term Options – to 2020</b> <ul style="list-style-type: none"> <li>Potential anaerobic digestion</li> <li>Mechanical biological treatment (MBT) with refuse derived fuel (RDF)</li> <li>Conventional waste to energy (WTE)</li> </ul>	<ul style="list-style-type: none"> <li>Sludge and food waste have to be processed separately</li> <li>Limited to traditional systems – only traditional systems are proven to date</li> <li>Chosen technology will be 'locked' in for 25 years</li> <li>Could consider other emerging technologies</li> <li>One WTE facility could serve all of Vancouver Island</li> </ul>
<b>Long Term Options – beyond 2020</b> <ul style="list-style-type: none"> <li>Advanced thermal recovery with ash recycling</li> </ul>	<ul style="list-style-type: none"> <li>Promise of highest resource recovery and landfill life</li> <li>At least 10 years needed for these technologies to develop to commercial scale and be proven</li> <li>Need to start thinking about new resource management approaches prior to 2020</li> </ul>

**Memorandum 5: The 5<sup>th</sup> R - Residual Management (September 2013)**

Residuals management in the Capital Region consists of disposal of municipal solid waste at Hartland landfill, owned and operated by the CRD, and disposal of construction and demolition waste at the Highwest Waste facility, owned and operated by Tervita. Hartland's most important asset is its airspace which makes it paramount to extend the life of the landfill for as long as possible. Options for increasing capacity are the optimization of diversion, operations and airspace. The current fill design provides 36 years of landfill life. Two fill design concepts are identified that could increase landfill life to 70 years and 127 years respectively. These concepts need to be explored further in conjunction with a landfill capacity study planned for 2014 and in the context of the financial model as the current method of funding the solid waste function through tipping fees is unsustainable.

AIRSPACE TOPICS	PTAC DISCUSSION
<b>Optimize Diversion</b> <ul style="list-style-type: none"> <li>• EPR</li> <li>• Organics</li> <li>• Construction &amp; Demolition Materials</li> </ul>	<ul style="list-style-type: none"> <li>• General support to optimize diversion</li> <li>• Diversion should be a priority</li> <li>• Appreciate looking at residual management holistically (including diversion and operations)</li> </ul>
<b>Optimize Operations</b> <ul style="list-style-type: none"> <li>• Compaction</li> <li>• Waste to cover ratio</li> <li>• Gas collection/utilization</li> </ul>	<ul style="list-style-type: none"> <li>• General support to optimize operations</li> </ul>
<b>Optimize Airspace</b> <ul style="list-style-type: none"> <li>• 2007 Baseline Original Fill Design – 36 years landfill life Needs to be updated</li> <li>• Updated Fill Design Concept Approx. 70 years landfill life Up to 10 m high (no walls)</li> <li>• Hartland 2100 Fill Design Concept Approx. 127 years landfill life Up to 30 m high (with walls)</li> </ul>	<ul style="list-style-type: none"> <li>• Support for using the term 'managing airspace'. Need to define the term for public consultation.</li> <li>• Provide visuals of what vertical expansion would look like</li> <li>• What is the tipping point in the tipping fee – when will haulers export residuals off island?</li> <li>• Privately and publicly owned landfills operate on a different fee structure. When comparing costs, figure in true landfilling costs.</li> <li>• How will Metro Vancouver's flow management strategy affect Vancouver Island?</li> <li>• Need for a cost comparison of all options (Note: this will be part of the financial analysis).</li> <li>• Hartland 2100 option provides certainty and time to investigate emerging technologies.</li> </ul>



## Memorandum 6: Regulatory & Community Issues (November 2013)

The memorandum addresses several regulatory and community issues that were identified during Stage 1, including lack of data for the commercial sector and waste import/export, lack of community planning for waste management facilities and ongoing concerns about illegal dumping. Regional districts have the authority under the BC Environmental Management Act to regulate the solid waste industry to ensure diversion, prevent abandonment of materials, track movement of waste, and protect the public interest by managing waste flow to ensure financial sustainability. The memo discusses several approaches to regulation of waste facilities and haulers. It identifies the importance of integrating considerations for waste management facilities into long range planning/OCPs as well as coordinated approaches to illegal dumping.

TOPICS	PTAC DISCUSSION
<b>Regulation of Solid Waste Facilities</b> <ul style="list-style-type: none"> <li>Waste stream management licensing <ul style="list-style-type: none"> <li>applies to all facilities</li> <li>level playing field for all</li> <li>site specific terms</li> <li>significant staff resources</li> </ul> </li> <li>Facility authorization process <ul style="list-style-type: none"> <li>for new facilities only</li> <li>not a level playing field</li> <li>some staffing resources</li> </ul> </li> <li>Code of practice bylaws <ul style="list-style-type: none"> <li>for types of facilities (e.g. composting facilities, transfer stations)</li> <li>level playing field for those facilities</li> <li>some staffing resources</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Why do you need data? <ul style="list-style-type: none"> <li>For performance monitoring &amp; measurement; diversion rate calculation</li> </ul> </li> <li>Have there been incidents of concern in the CRD that necessitate regulations? <ul style="list-style-type: none"> <li>There have been abandoned facilities in the past, there are no current concerns. Licensing of facilities has resolved issues in other regional districts.</li> </ul> </li> <li>Municipalities are interested in consistency and minimum standards. The key point is to have surety to conduct clean-up and enforcement capabilities.</li> <li>Consultation is crucial for licensing of facilities and haulers</li> <li>Issues include: legalities of locations, overlapping jurisdictions &amp;/or authorities, limitations of planning process</li> <li>There is a role for CRD bylaws.</li> <li>The Islands Trust for North Pender Island has requested consideration of a transfer station bylaw as part of the new ISWRMP</li> </ul>
<b>Regulation of Haulers (Waste Flow Management)</b> <ul style="list-style-type: none"> <li>Example: Metro Vancouver waste flow management bylaw</li> </ul>	<ul style="list-style-type: none"> <li>Ensures pay equity and level playing</li> <li>An important tool to support the financial sustainability of solid waste services (will be discussed in financial memo)</li> </ul>
<b>Community Issues</b> <ul style="list-style-type: none"> <li>Land use planning <ul style="list-style-type: none"> <li>dedicated zoning</li> <li>sample zoning language</li> </ul> </li> <li>Illegal dumping</li> </ul>	<ul style="list-style-type: none"> <li>Importance of long range planning/OCPs</li> <li>CRD has developed a comprehensive approach. Could develop bylaws, increase enforcement, involve stakeholder groups.</li> </ul>

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

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**SUBJECT     METRO VANCOUVER WASTE FLOW MANAGEMENT STRATEGY –  
REQUEST FOR BOARD SUPPORT**

**ISSUE**

To respond to Metro Vancouver's request for support of the *Greater Vancouver Sewerage and Drainage District Recyclable Material Regulatory Bylaw No. 280*.

**BACKGROUND**

On February 25, 2014, the Capital Regional District (CRD) Board Chair received a letter (Appendix A) from the Chair of Metro Vancouver's Board seeking support from the CRD Board for the *Greater Vancouver Sewerage and Drainage District Recyclable Material Regulatory Bylaw No. 280* (Bylaw 280). Bylaw 280 has received three readings by Metro Vancouver's Board and is currently awaiting approval by the Minister of Environment.

Over the past 18 months, Metro Vancouver has been consulting with government and industry stakeholders on a waste flow management strategy. The catalyst for developing the strategy has been increased export of solid waste to adjacent jurisdictions. This is problematic for Metro Vancouver because haulers avoid complying with their disposal bans and sharing the cost of the regional system.

Bylaw 280 would require all regional garbage to be delivered to Metro Vancouver and City of Vancouver waste transfer and disposal facilities and would allow for the development of private sector material recovery facilities to recover recyclables and organics. Appendix B provides an overview of Metro Vancouver's waste flow management strategy. A full copy of Bylaw 280 is available upon request.

Metro Vancouver estimates that the flow of waste outside of their region is currently resulting in lost revenues of more than \$5 million/year with higher losses expected in the future. The Regional District of Nanaimo (RDN) has also witnessed a drop in quantities of materials at their licensed facilities which resulted in an 8% decrease in revenues in 2013. Metro Vancouver is concerned that this trend places an additional financial burden on their municipalities and taxpayers and puts the financial sustainability of their solid waste programs at risk.

**ALTERNATIVES**

That the Environmental Services Committee recommend to the Board:

1. a) that Metro Vancouver's waste flow management strategy be endorsed and a letter supportive of *Greater Vancouver Sewerage and Drainage District Recyclable Material Regulatory Bylaw No. 280* be sent to the Minister of Environment under the Chair's signature; and



- b) that staff be directed to prepare a staff report on the implications of waste flow management in the Capital Regional District; or
- 2. that Metro Vancouver's development of a waste flow management strategy not be endorsed and the Chair of Metro Vancouver Board be advised accordingly.

### **ECONOMIC IMPLICATIONS**

Tipping fees are a key component of regional districts' solid waste revenues. Metro Vancouver and the Regional District of Nanaimo are experiencing loss of waste and subsequent loss of revenues to out-of-region facilities which receive garbage at lower fees. The CRD solid waste function is also primarily funded through tipping fees at Hartland landfill. Hartland's tipping fee revenues have declined over the past years and, despite increasing third party program funding from the likes of Multi Material BC, total forecasted revenues are not enough to fully fund all programs in the future. If tipping fees are increased to cover the revenue shortfall, it may become more economical for haulers to export garbage to facilities outside the region. Waste flow management is an important tool to prevent this from happening and essential to ensure the long term financial sustainability of the CRD solid waste management system.

### **INTERGOVERNMENTAL IMPLICATIONS**

The most effective way to apply waste flow management is to create a level playing field province wide. The Cowichan Valley Regional District, Regional District of Nanaimo and Regional District of Central Kootenay have endorsed Metro Vancouver's flow management strategy and have written letters of support to the Minister of Environment.

### **SOLID WASTE MANAGEMENT PLAN IMPLICATIONS**

The CRD is currently developing a new Integrated Solid Waste and Resource Management Plan (ISWRMP) which will set new waste reduction goals and develop strategies. Adequate tipping fee revenues and funding sources are required to ensure the continuation and success of solid waste programs. Waste flow management supports solid waste planning and diversion goals and is essential to provide cost effective equitable waste disposal and reduction services to residents and businesses.

### **CONCLUSION**

Metro Vancouver is seeking support from the CRD Board for their waste flow management bylaw. Waste flow management ensures cost effective and equitable solid waste services and supports regional districts' ability to achieve waste diversion targets set in their solid waste management plans.

**RECOMMENDATION**

That the Environmental Services Committee recommend to the Board:

1. a) that Metro Vancouver's waste flow management strategy be endorsed and a letter supportive of *Greater Vancouver Sewerage and Drainage District Recyclable Material Regulatory Bylaw No. 280* be sent to the Minister of Environment under the Chair's signature; and
- b) that staff be directed to prepare a staff report on the implications of waste flow management in the Capital Regional District.



Russ Smith  
Senior Manager  
Environmental Resource Management



Larisa Hutcheson, P.Eng.  
General Manager  
Parks & Environmental Services  
Concurrence



Robert Lapham, MCIP, RPP  
Chief Administrative Officer  
Concurrence

AB:dd

Attachments: Appendix A – Letter to Board Chair from Metro Vancouver  
Appendix B – Metro Vancouver Waste Flow Management Strategy brochure

# metrovancouver

SERVICES AND SOLUTIONS FOR A LIVABLE REGION

Executive Offices  
Tel. 604 432-6215 Fs.x 604 451-6614

February 25, 2014

File: CP-16-02-016

Mr. Alastair Bryson  
Capital Regional District  
PO Box 1000, 625 Fisgard Street  
Victoria, BC V8W 2S6

Dear Chair Bryson and Board of Directors:

**Re: Metro Vancouver Waste Flow Management and the Greater Vancouver Sewerage and Drainage District Recyclable Material Regulatory Bylaw No. 280**

I am writing today to seek your Board's support for the "Greater Vancouver Sewerage and Drainage District Recyclable Material Regulatory Bylaw No. 280" (Bylaw 280).

On October 11, 2013, the Metro Vancouver Board gave third reading to Bylaw 280. Bylaw 280 implements a waste flow management strategy that requires residential and commercial/institutional garbage to be delivered to Metro Vancouver and City of Vancouver disposal facilities (Regional Facilities), and allows for the development of mixed waste material recovery facilities (MWMRFs) for the purpose of recovering recyclables and organics from post-source separated waste. Bylaw 280 has been submitted to the Minister of Environment for her consideration, and requires her approval prior to adoption.

Bylaw 280 was developed following extensive consultation with government and industry stakeholders and is critical in:

- achieving the waste diversion targets of Metro Vancouver's *Integrated Solid Waste and Resource Management Plan* (ISWRMP)
- ensuring a cost effective and equitable solid waste disposal system
- supporting the local recycling industry.

Bylaw 280 was developed in response to waste haulers collecting commercial and multi-family garbage in Metro Vancouver and delivering it to transfer stations in an adjacent regional district, thereby avoiding bans and prohibitions in place to encourage diversion, and not paying their share of the cost of the region's solid waste system including waste diversion initiatives.

Bylaw 280 has received extensive support from the local recycling industry. A group of 11 recycling companies formed the Recycle First Coalition and have written to the Minister of Environment recommending she approve Bylaw 280. The Cowichan Valley Regional District, the Nanaimo Regional District, and the Central Kootenay Regional District Boards have all passed resolutions in support of Bylaw 280.

Mr. Alastair Bryson, Chair, Capital Regional District  
Metro Vancouver Waste Flow Management and GVS&DD Recyclable Material Regulatory Bylaw No. 280  
Page 2 of 2

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Metro Vancouver believes that the ability to implement waste flow management is key to the success of solid waste management plans across the Province. If you believe that this is an important issue, we encourage you to consider supporting Metro Vancouver's Bylaw 280.

Paul Henderson, Metro Vancouver's General Manager of Solid Waste Services, would be happy to provide additional information with respect to Bylaw 280 or any other aspect of the ISWRMP, and if required would be able to present the details of Bylaw 280 to your Board at your convenience. He can be reached at 604-432-6442 or at [paul.henderson@metrovancover.org](mailto:paul.henderson@metrovancover.org).

Yours truly,



Greg Moore  
Chair, Metro Vancouver Board

GM/MB/ph

Yours truly,



Malcolm Brodie  
Chair, Zero Waste Committee

NOVEMBER 5, 2013

## Waste Flow Management in Metro Vancouver



**Waste reduction, reuse and recycling** are the first priorities of the Integrated Solid Waste and Resource Management Plan adopted in 2010 by community leaders on the Metro Vancouver Board and approved by the B.C. Environment Ministry in 2011.

"Tipping fees" collected at Metro Vancouver and City of Vancouver waste transfer stations and disposal facilities (Regional Facilities) pay for the cost of garbage disposal. Tipping fees also fund recycling programs and educational initiatives aimed at avoiding and reducing waste.

Regional Facilities are part of an equitable, user-pay disposal system that is accessible to all residents and businesses in the Metro Vancouver region.

Unfortunately, some private-sector garbage haulers are bypassing Regional Facilities. These companies are hauling commercial, institutional and multi-family garbage collected in Metro Vancouver to adjacent jurisdictions for disposal.

### The haulers who bypass Regional Facilities:

- Avoid material disposal bans and prohibitions in place to encourage recycling
- Don't pay their share of the cost of the regional system, including waste diversion activities, which increases the cost for other users
- Create an uneven playing field for other waste haulers and the recycling industry

In 2012, an estimated 50,000 tonnes or five per cent of commercial/institutional and multi-family garbage bypassed Regional Facilities. By the end of 2013, about 70,000 tonnes of garbage are projected to bypass Regional Facilities.

Metro Vancouver wants to establish a level playing field for all businesses.

A proposed Waste Flow Management Bylaw would require all residential, commercial and institutional garbage to be delivered to Metro Vancouver and City of Vancouver waste transfer and disposal facilities. Waste Flow Management is an important part of the Integrated Solid Waste and Resource Management Plan.

Bylaw 280 – which is supported by recycling companies – also allows for the development of private-sector Mixed Waste Material Recovery Facilities, to recover recyclables and organics from post-source-separated multi-family and commercial/institutional garbage.

The bylaw would ensure all waste haulers comply with disposal bans and pay their fair share of the costs of recycling initiatives.

Metro Vancouver's waste management system is funded on a cost-recovery basis. Its fixed costs are recovered through the weight-based tipping fee.

The 2013 tipping fee for garbage is \$107 per tonne. There's a much lower fee of \$63 per tonne for "green waste" – organic materials such as lawn clippings, food scraps and untreated wood, which can be composted or used to produce biogas fuel. The lower fee for green waste is an economic





## Waste Flow Management in Metro Vancouver



incentive that encourages businesses, residents and municipalities to keep organics out of the garbage.

By shifting away from disposal and towards more recycling, Metro Vancouver residents and businesses will save on their waste management costs.

Recycling also supports local companies that create sustainable jobs. And because of initiatives that are reducing the quantity of garbage generated in the region, the average household cost for waste disposal is expected to remain roughly the same in the coming years, even though the tipping fee will be higher.

In 2012, approximately 58% of all the solid waste generated in BC's most heavily populated urban region was recycled or composted. It's a "waste diversion rate" that's twice as high as the Canada-wide average.

Metro Vancouver has committed to reducing per capita waste production and achieving a waste diversion rate of 70% by 2015 and 80% by 2020.

On October 11, 2013, after 16 months of extensive consultations with recycling companies, waste haulers and other stakeholders, Metro Vancouver's Board gave third reading to Bylaw 280.

Bylaw 280 must be approved by the BC Minister of Environment prior to adoption by the Metro Vancouver Board.

More information is available on the regional district's website, [www.MetroVancouver.org](http://www.MetroVancouver.org)

Some direct links:

Integrated Solid Waste and Resource Management Plan

Waste Flow Management

Bylaw 280

Waste Flow Management - Frequently Asked Questions

Solid Waste and Recycling

Recycle

Metro Vancouver Recycles – on-line directory of places to donate and recycle just about everything

Disposal Ban for Organics

Banned from Landfills

Waste to Energy

Metro Vancouver's Waste-to-Energy Facility

Metro Vancouver's Development Process for Additional Waste-to-Energy Capacity

Engagement and Consultation

If you have questions or comments please email: [WFM@metrovancover.org](mailto:WFM@metrovancover.org)

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

**SUBJECT**     **HAULING AND PROCESSING KITCHEN SCRAPS – AWARD OF CONTRACT 13-1787 – SUPPLEMENTAL REPORT**

**ISSUE**

To provide a supplemental report for the award of contract for hauling and processing of kitchen scraps from the transfer station at Hartland landfill.

**BACKGROUND**

At the February 26, 2014 Environmental Services Committee (ESC) meeting, members referred staff report #ERM 14-03 – *Hauling and Processing Household Kitchen Scraps – Award of Contract 13-1787* back to staff and requested supplemental information provided below.

*1. Provide information on the status of the sustainability fund*

The Capital Regional District (CRD) solid waste function has historically generated surplus funds from landfill tipping fees. In 1998, the sustainability fund was created to offset future Environmental Resource Management (ERM) funding shortfalls.

The table below provides projected annual closing balances for the sustainability fund at the current tipping fee of \$107/tonne. The fund has decreased substantially over the past several years as a result of declining tonnages and financing of capital works projects from the fund instead of borrowing.

	2011	2012	2013	2014	2015	2016	2017
\$ Million	\$12.1	\$11.9	\$9.1	\$5.82	\$3.46	\$0.69	-\$3.38
Landfill Tonnage	136,414	130,000	122,500	115,000	107,500	92,000	82,000

Long-term financial sustainability for the solid waste function will form a critical part of the new Integrated Solid Waste and Resource Management Plan. A memorandum outlining the current funding model and introducing a financial modelling tool will be presented to the ESC in April or May 2014.

*2. Provide information on mechanism to recover incremental costs to process kitchen scraps in 2014*

The Regional Kitchen Scraps Strategy (RKSS), developed in 2012, provided a \$20 per tonne incentive for residential and commercial source separated kitchen scraps loads delivered to approved processing facilities until the implementation of the 2015 landfill ban. Hartland landfill has provided a transfer station option for kitchen scraps since before the inception of the RKSS,

first for municipal haulers and now, starting in April 2014, for both municipal and private haulers. Historically, the kitchen scraps transfer operation costs have been largely recovered by the associated tipping fees for municipal solid waste, currently set at \$107/tonne.

As a result of Contract 13-1787, processing fees for kitchen scraps have increased. In order to align kitchen scraps tipping fee revenue with the new cost of hauling and processing the materials, the kitchen scraps tipping fees will need to be increased from \$107 to \$140/tonne. The earliest that a new tipping fee bylaw could take effect is June of this year.

There is no other practical mechanism for municipal and private sector haulers to pay back their service for the incremental costs of processing solid waste kitchen scraps.

3. *Provide information on greenhouse gas implications of hauling/processing versus landfilling kitchen scraps.*

The greenhouse gas implications for landfilling organic waste compared against hauling to a processing facility were determined using provincially endorsed calculation methodology.

	Round trip hauling to processor	Landfilling
GHG Emissions/Tonne of Kitchen Scraps	~ 0.1 tonnes CO2-e	~0.7 tonnes CO2-e

4. *Provide an update on the Integrated Solid Waste and Resource Management Plan (ISWRMP) timeline and the potential impact on kitchen scraps decisions*

A separate staff report on the committee's agenda provides an update on the ISWRMP. The ISWRMP will help shape kitchen scraps outcomes based on decisions made regarding resource recovery options at Hartland and the development of a new waste reduction target.

**ALTERNATIVES**

1. That the Environmental Services Committee recommend to the Board:
  - a) That Contract 13-1787, Hauling and Receiving/Processing Household Kitchen Scraps, be awarded to Emterra Environmental, from April 2014 to December 2015, for the total tendered price of up to \$4,796,064; and
  - b) That the tipping fee for kitchen scraps be set at \$140 per tonne to recover the contracted costs of hauling and processing of kitchen scraps; and
  - c) That Bylaw No. 3917, Hartland Tipping Fee and Regulation Bylaw No. 6, 2013, Amendment Bylaw No. 1, 2014, be introduced and read a first and second time, be read a third time and be advertised; or



2. That the Environmental Services Committee recommend to the Board:
  - a) That Contract 13-1787, Hauling and Receiving/Processing Household Kitchen Scraps, be awarded to Emterra Environmental, from April 2014 to December 2015, for the total tendered price of up to \$4,796,064; and
  - b) That the Board direct staff to bring forward an amended Hartland Landfill Tipping Fee and Regulation Bylaw for approval, effective January 2015, after engaging with industry and municipal stakeholders, to set the kitchen scraps tipping fee rate at \$140 per tonne to recover the contracted costs of hauling and processing of kitchen scraps; or
3. That the Environmental Services Committee recommend to the Board that Contract 13-1787 not be awarded.

### **FINANCIAL IMPLICATIONS**

Alternative 1 will result in recovery of incremental costs associated with Contract 13-1787. It will mean an increase to municipal and private sector collectors' budgets in mid-year. Based on historical tonnages, the estimated additional costs for participating municipal collectors is as follows for the period of June to December 2014:

- City of Victoria \$38,115
- District of Oak Bay \$9,702
- Township of Esquimalt \$10,857
- Town of Sidney \$9,471
- Town of View Royal \$5,775

Alternative 2 will result in additional costs incurred by the CRD to be drawn from the sustainability fund of up to approximately \$75,000 on behalf of participating municipalities and up to \$155,000 on behalf of private haulers who implement collection programs and choose to direct the kitchen scraps through the CRD transfer station. It is difficult to predict tonnages and associated incremental costs as it is unknown what volume of kitchen scraps will be directed to the transfer station at the increased tipping fee.

### **SOLID WASTE ADVISORY COMMITTEE**

The Solid Waste Advisory Committee (SWAC) met on March 13, 2014, and provided the following recommendation:

1. The Solid Waste Advisory Committee supports not drawing from the sustainability fund but look at options such as raising the tipping fee to recover the incremental costs associated with kitchen scraps processing; and
2. That the Solid Waste Advisory Committee encourages the Environmental Services Committee to move forward to develop a plan for an in-region solution for processing kitchen scraps as soon as practical.

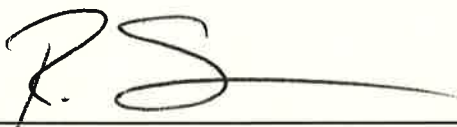
### **Next Steps**

Contract 13-1787 will allow the CRD to continue to provide kitchen scraps processing through to the end of 2015, with the additional option of three one-year extensions to the end of 2018. This will allow time for staff to investigate and address outstanding issues, including conducting a study of potential end markets including opportunities for making the final product available to the local agricultural community, and obtaining certainty on the location and technology for the Seatterra Resource Recovery Centre. It will also provide the bridge towards moving forward with developing a plan for an in-region solution for processing kitchen scraps as soon as practical.

### **RECOMMENDATION**

That the Environmental Services Committee recommend to the Board:

- a) That Contract 13-1787, Hauling and Receiving/Processing Household Kitchen Scraps, be awarded to Emterra Environmental, from April 2014 to December 2015, for the total tendered price of up to \$4,796,064; and
- b) That the tipping fee for kitchen scraps be set at \$140 per tonne to recover the contracted costs of hauling and processing of kitchen scraps; and
- c) That Bylaw No. 3917, Hartland Tipping Fee and Regulation Bylaw No. 6, 2013, Amendment Bylaw No. 1, 2014, be introduced and read a first and second time, be read a third time and be advertised.

  
\_\_\_\_\_  
Russ Smith  
Senior Manager  
Environmental Resource Management

  
\_\_\_\_\_  
Larisa Hutcheson, P.Eng.  
General Manager  
Parks & Environmental Services  
Concurrence

  
\_\_\_\_\_  
Robert Lapham, MCIP, RPP  
Chief Administrative Officer  
Concurrence

AB:dd

Attachments: 1

**CAPITAL REGIONAL DISTRICT  
BYLAW NO. 3917**

\*\*\*\*\*  
**A BYLAW TO AMEND BYLAW NO. 3881 BEING “HARTLAND LANDFILL  
TIPPING FEE AND REGULATION BYLAW NO. 6, 2013”**  
\*\*\*\*\*

**WHEREAS:** the Board of the Capital Regional District wishes to limit the disposal of certain types of compostable waste at the Hartland landfill and impose a fee for the deposit of such waste;

**NOW THEREFORE** the Board of the Capital Regional District in open meeting assembled enacts as follows:

1. Bylaw No. 3881, “Hartland Landfill Tipping Fee and Regulation Bylaw No. 6, 2013”, is amended as follows:

- a) By inserting the following definitions in Section 1 between the definitions for **“Invasive Species Plants”** and **“Knotweed”**

**“Kitchen Scraps”** means compostable waste generated by residential, business, institutional and commercial sources such as fruits, vegetables, meat, meat by-products, dairy products, baked goods, cereal, grains, pasta, bones, egg shells, coffee grounds and filters, tea bags, nuts and shells, houseplants and cut and dried flowers, and soiled paper products such as paper towels, tissues, food packaging, plates and cups but does not include **Condemned or Spoiled Foods** or **Food Processing Waste**.

**“Kitchen Scraps Transfer Station”** means a facility established at the Disposal Site for the receipt and subsequent transfer of **Kitchen Scraps** to another location.

- b) By inserting the following in Section 2 after Section 2.24:

“2.25 A person may deposit Kitchen Scraps at the Kitchen Scraps Transfer Station provided that they are source-separated.”

- c) By renumbering Sections 2.25 as 2.26, and 2.26 as 2.27.

- d) By adding the following to the table contained in Schedule C, between “Household Hazardous Waste” and “Mattresses and boxsprings”:

Kitchen Scraps	Kitchen Scraps Transfer Station	\$140		
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## Citation

2. This Bylaw may be cited as the "Hartland Landfill Tipping Fee and Regulation Bylaw No. 6, 2013, Amendment Bylaw No. 1, 2014"

READ A FIRST TIME THIS, <sup>th</sup> day of 2014

READ A SECOND TIME THIS <sup>th</sup> day of 2014

READ A THIRD TIME THIS <sup>th</sup> day of 2014

ADOPTED THIS                   <sup>th</sup>         day of                   2014

CHAIR

CORPORATE OFFICER



Making a differen

**POSTPONED to MARCH 26, 2014**

ERM 14-03

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, FEBRUARY 26, 2014**

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**SUBJECT**     **HAULING AND PROCESSING HOUSEHOLD KITCHEN SCRAPS – AWARD  
OF CONTRACT 13-1787**

**ISSUE**

To recommend the award of Contract 13-1787 for hauling and processing household kitchen scraps.

**BACKGROUND**

In April 2012, the Capital Regional District (CRD) Board approved a phased approach towards implementing a Regional Kitchen Scraps Strategy. The strategy included an incentive and surcharge followed by a 2015 landfill ban, as well as the provision of kitchen scraps processing services through to the end of 2014 for confirmed municipal partners. At its meeting of November 13, 2013, the Board approved the following recommendation:

1. *That the kitchen scraps transfer station operation at Hartland landfill be upgraded and expanded, with an \$85,000 capital budget funded by the Environmental Resource Management sustainability fund as a 2013 capital budget amendment, to ensure access for all interested municipal and private haulers within the region;*
2. *The 20% kitchen scraps surcharge be delayed until the kitchen scraps planning process is completed; and*
3. *That Capital Regional District staff undertake a Tender process to evaluate options for hauling and processing of kitchen scraps from the expanded Hartland transfer station.*

Upgrading the Hartland kitchen scraps transfer station, that was originally built as a temporary structure in 2005, is underway and construction is expected to be completed by April 1, 2014. Implementation of the surcharge was delayed and is not expected to be implemented in advance of the landfill restriction on kitchen scraps set for January 1, 2015.

With the current processing contract with Foundation Organics suspended and the need to secure additional hauling and processing capacity to accommodate increased volumes anticipated through the expanded Hartland transfer station, the CRD issued a tender consisting of three parts:

- Part 1: hauling only
- Part 2: processing only
- Part 3: hauling and processing (parts 1 and 2 combined)

The tender evaluation included a range of kitchen scraps tonnages to accommodate all potential participants in 2014 and 2015, including municipal partners and a number of private hauling firms that have indicated they will likely be using the Hartland transfer facility to have their kitchen scraps processed through this contract. As a result, it is anticipated that kitchen scraps volumes under this contract could be up to 25,000 tonnes in 2015. The tender closed on January 10, 2014 and three bids were received. A bid evaluation was conducted using the various tender submissions that were received, a summary of which is provided in Appendix A.

The lowest overall combination bid received was from Emterra Environmental for hauling and processing (Part 3). Tendered amounts (excluding GST) are projected as follows:

2014: \$1,197,392  
2015: \$3,598,672

As currently approved, the Regional Kitchen Scraps Strategy includes the CRD provision of a kitchen scraps processing option from Hartland landfill until the end of 2014. The contemplated hauling/processing tender includes pricing that would allow the CRD to continue to provide kitchen scraps processing through to the end of 2015. This would allow for the operation of a Hartland kitchen scraps transfer station, as approved by the Board in November 2013, until regional processing alternatives can be further evaluated.

Emterra Environmental would be hauling kitchen scraps from the Hartland transfer station to the Harvest Power facility in Richmond, BC to be processed in their anaerobic digestion facility. Kitchen scraps would be shipped to the lower mainland by ferry or barge and be processed in a separate stream from any septage or sludge the facility may be processing.

## **ALTERNATIVES**

That the Environmental Services Committee recommend to the Board:

1. (a) That Contract 13-1787, Hauling and Receiving and Processing Household Kitchen Scraps, be awarded to Emterra Environmental, from April 2014 to December 2015, for the total tendered price of up to \$4,796,064; and  
(b) That the Board direct staff to bring forward an amended Hartland Landfill Tipping Fee and Regulation Bylaw for approval, effective January 2015, after engaging with industry and municipal stakeholders, to set the kitchen scraps tipping fee rate at \$140 per tonne to recover the contracted costs of hauling and processing of kitchen scraps.
2. (a) That Contract 13-1787 be awarded to another tenderer; and  
(b) That the Board direct staff to bring forward an amended Hartland Landfill Tipping Fee and Regulation Bylaw for approval, effective January 2015, after engaging with industry and municipal stakeholders, to set the kitchen scraps tipping fee rate at \$140 per tonne to recover the contracted costs of hauling and processing of kitchen scraps.
3. That Contract 13-1787 not be awarded and that the kitchen scraps ban be delayed.

### **ECONOMIC IMPLICATIONS**

The current tipping revenue for kitchen scraps is currently set at \$87 per tonne in 2014, including a \$20 per tonne diversion incentive, and \$107 per tonne in 2015. Kitchen scraps tipping fee revenue is projected to cover about 75% of the cost of hauling and processing of the food waste material. Without adjusting the tipping fee bylaw, the incremental costs in 2014 and 2015, estimated to be potentially in excess of \$1 million, would be funded by the Environmental Resource Management sustainability reserve. In order to align kitchen scraps tipping fee revenue with the cost of hauling and processing kitchen scraps, the kitchen scraps tipping fee would need to be adjusted from \$107 to \$140 per tonne. Not awarding the contract will avoid the incremental costs.

### **INTER-GOVERNMENTAL IMPLICATIONS**

Residential kitchen scraps collected by the municipalities of Esquimalt, Oak Bay, Sidney and View Royal will be processed under this contract. Increasing the kitchen scraps tipping fee prior to 2015 would not allow municipal stakeholders to budget for this unanticipated cost increase. The District of Saanich has made their own arrangements for processing of their material and the City of Victoria has yet to confirm their intentions beyond 2014.

All processing tenderers meet current zoning and licensing requirements for composting kitchen scraps at their facilities.

Not awarding the contract would result in local municipal and private haulers not having a transfer and process option associated with their kitchen scraps diversion programs and potentially result in the landfilling of these materials.

### **GREENHOUSE GAS IMPLICATIONS**

Diverting kitchen scraps will reduce community greenhouse gas (GHG) emissions by avoiding methane generation at Hartland landfill and reducing dependency on fossil-fuel based fertilizers. While there are some greenhouse gas emissions generated from composting processes, they are insignificant compared to the net benefits of removing organics from the waste stream.

Under the BC Climate Change Action Charter, all GHG emissions associated with waste diversion programs must be accounted for by local governments and regional districts that provide the service either directly or through the use of contractors. The successful proponent will be required to provide quarterly fuel consumption reports and adhere to energy per fuel performance management provisions.

The net GHG reduction benefits from kitchen scraps composting can still be applied against the participant(s) corporate carbon footprint(s) as a Green Communities Committee-supported "balancing project," which will reduce the number of offsets required to achieve carbon neutrality each year.

### **CONCLUSION**


The submission from Emterra Environmental for hauling and processing of kitchen scraps meets the requirements specified in the contract documents.



**RECOMMENDATION**

That the Environmental Services Committee recommend to the Capital Regional District Board:

1. That Contract 13-1787, Hauling and Receiving and Processing Household Kitchen Scraps, be awarded to Emterra Environmental, from April 2014 to December 2015, for the total tendered price of up to \$4,796,064; and
2. That the Board direct staff to bring forward an amended Hartland Landfill Tipping Fee and Regulation Bylaw for approval, effective January 2015, after engaging with industry and municipal stakeholders, to set the kitchen scraps tipping fee rate at \$140 per tonne to recover the contracted costs of hauling and processing of kitchen scraps.

  
\_\_\_\_\_  
Russ Smith, Senior Manager  
Environmental Resource Management  
\_\_\_\_\_  
Larisa Hutcheson, P.Eng., General Manager  
Parks & Environmental Services  
Concurrence  
\_\_\_\_\_  
Robert Lapham, MCIP, RPP  
Chief Administrative Officer  
Concurrence

WD:dd

Attachment: 1



**TENDER COSTS SUMMARY  
HAULING AND RECEIVING/PROCESSING HOUSEHOLD KITCHEN SCRAPS  
CONTRACT 13-1787**

Hauling Only	Processing Only	Tender Amount (no HST)*		
Part 1	Part 2	2014	2015	Total
Evergreen Industries	No Bids	N/A	N/A	N/A
Emterra Environmental		N/A	N/A	N/A
Combined Hauling and Processing (Part 3)		2014	2015	Total
Chemainus Composting		\$1,215,325	\$3,694,700	\$4,910,025
Emterra Environmental		\$1,197,392	\$3,598,672	\$4,796,064

\* Note: Tender amounts were calculated using estimated quantities for 2014 and 2015, applied equally to all tenderers.



Harvest Power Richmond



### **Food Waste Receiving**

Materials is subsequently mixed with yard waste and placed in percolate tunnels for 2 weeks





Digestate is removed from tunnels and composted on site



Percolate is pumped to digesters where gas is extracted for utilization



Gas moves through scrubber and is combusted to produce electricity



Finished Material

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

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**SUBJECT**     **HARTLAND LANDFILL – INSTALLATION OF GAS AND LEACHATE PIPES –  
AWARD OF CONTRACT 14-1786**

**ISSUE**

To award the contract for the construction of landfill gas and leachate collection infrastructure at Hartland landfill.

**BACKGROUND**

Conestoga-Rovers & Associates (CRA) was retained in 2010 to prepare a Landfill Gas Management Facilities Design Plan to increase the landfill gas collection efficiency at Hartland landfill. The Capital Regional District (CRD) is working towards meeting the Ministry of Environment's landfill gas management regulation target collection efficiency of 75% by 2016 (from 48.8% in 2012).

At its meeting of February 22, 2012, the Environmental Sustainability Committee directed staff to proceed with the implementation of the CRA design plan. In working towards the targeted efficiency, the expansion to the gas and leachate collection pipe system on the 171m lift of Cell 2 of the landfill was designed to be completed in two phases. The first phase of expansion to the gas and leachate collection infrastructure was completed in 2013, increasing the collection efficiency to 58% at the end of 2013.

Landfilling of refuse over the 171m lift has progressed and the second phase is now ready to be built. Contract 14-1786 was publicly tendered and five bids were received on February 26, 2014 and are summarized as follows:

<b>Name of Tenderer</b>	<b>Tendered Amount</b>
Excel Contracting Ltd.	\$266,490.00
G&E Contracting LP	\$343,560.00
Brunnell Construction Ltd.	\$347,833.50
York Excavating Ltd.	\$349,647.38
Chew Excavating Ltd.	\$351,519.00

The pre-tender estimate for this contract was \$300,000, including applicable taxes.

The tenders have been reviewed and checked for mathematical errors. The low tender from Excel Contracting Ltd is in compliance with the requirements of the call for tenders. Excel is qualified and experienced to complete this work, which has been confirmed by their successful completion of the last phase of the landfill gas infrastructure project completed in late 2013.

### **ALTERNATIVES**

That the Environmental Services Committee recommend to the Board:

1. That Contract 14-1786, Hartland Landfill – Phase 2, Cell 2 – 171m Lift Horizontal Gas Wells and Header and Leachate Collectors – Phase 2, be awarded to Excel Contracting Ltd. in the amount of \$266,490, including applicable taxes.
2. That Contract 14-1786 not be awarded.

### **ECONOMIC IMPLICATIONS**

Funding for the project has been identified in the five-year solid waste capital plan and is funded from the environmental resource management operating budget. The 2013 capital project budget has \$357,000 available as of February 15, 2014 for this work.

### **CONCLUSION**

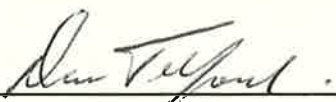
Contract 14-1786 was tendered in accordance with the CRD's procurement policy. The low tender is in compliance with the tender requirements and is within the budget allowed for the project.


It is anticipated that construction will begin in June 2014 and be completed in September 2014.


### **RECOMMENDATION**

That the Environmental Services Committee recommend to the Board:

That Contract 14-1786, Hartland Landfill – Phase 2, Cell 2 – 171m Lift Horizontal Gas Wells and Header and Leachate Collectors – Phase 2, be awarded to Excel Contracting Ltd. in the amount of \$266,490, including applicable taxes.

  
\_\_\_\_\_  
Dan Telford, P.Eng.  
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Robert Lapham, MCIP, RPP  
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**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

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**SUBJECT     RESOURCE RECOVERY CENTRE – COMMUNITY ENGAGEMENT PROCESS**

**ISSUE**

To update the Environmental Services Committee on the community engagement process underway in relation to the Resource Recovery Centre (RRC) to be sited at Hartland landfill.

**BACKGROUND**

In fall of 2013, the Seatterra Program, in collaboration with staff from Parks & Environmental Services, launched community engagement with residents around Hartland landfill with regard to the development of the RRC. The community engagement process aimed to share information and listen to concerns on the construction and operations of the proposed facility and project timelines.

A summary report of the engagement process conducted to date has been prepared by the Seatterra Program and is attached as Appendix A. This report outlines the engagement methodology, details the information and notification circulated to the community regarding the information sessions and summarizes the feedback received both at the sessions and through survey response.

Follow-up meetings have been held with community association executives of both Prospect Lake District and Willis Point, attended by Seatterra staff, including the Program Director, and the General Manager of CRD Parks & Environmental Services.

The purpose of these meetings was to share the summary report, acknowledge the concerns raised by the community and speak to how each issue will be addressed, either through the RFP requirements for development of the RRC, or through established environmental monitoring and operational protocols at the landfill.

Ongoing meetings will be conducted with community associations as the RRC project evolves. It is anticipated that community liaison committees will be established from this process, which will eventually include representation of the RRC project proponent, likely in spring of 2015.

Further to the above, staff will engage with the District of Sooke and the Saanich Peninsula Wastewater Commission regarding the future opportunity to beneficially utilize biosolids produced at their respective wastewater treatment plants at the RRC. Engagement will also be conducted in March and April 2014 regarding the conveyance pipeline between McLoughlin Point and Hartland landfill. Meetings with community associations will be scheduled along the pipeline route, including near the Hartland landfill, to establish forums to share information on the alignment, construction timelines and operation of the pipeline and to listen to concerns and ideas from the public.



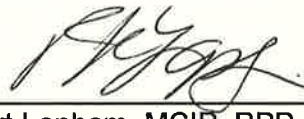
At a meeting held on March 12, 2014, the Core Area Liquid Waste Management Committee received this report for information and directed staff to forward this report to the Environmental Services Committee for information.

**RECOMMENDATION**

That the Environmental Services Committee receive this report for information.



Larisa Hutcheson, P.Eng.  
General Manager  
Parks & Environmental Services



Robert Lapham, MCIP, RPP  
Chief Administrative Officer  
Concurrence

LH:dv

Attachment: 1



## **Resource Recovery Centre at Hartland landfill**

### **Community Engagement and Discussion Summary Report**

*Willis Point, Prospect Lake and Highlands*

*February 2014*



# **Resource Recovery Centre at Hartland Landfill**

## **Community Engagement and Discussion - Summary Report**

**February 2014**

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## **1. Overview**

In fall 2013, the Seatterra Program launched a community engagement program with Willis Point, Prospect Lake and Highlands residents and stakeholders around Hartland landfill on the future development of the Resource Recovery Centre (RRC) as part of the Seatterra Program. The community engagement process aimed to raise the profile of and share information on the proposed facility and the project timeline.

Seatterra Program staff worked with local community associations to coordinate information sessions. Discussion with community members outlined the history of the project, how the facility came to be sited at Hartland Landfill and how community input could be included in the Request for Proposal (RFP) process for the facility. Three Community Information Sessions were coordinated to provide information on the Seatterra Program and Resource Recovery Centre and opportunities for local residents to share their concerns and ideas between now and when the RFP is issued.

### **Outreach and Notification**

Throughout fall 2013, Seatterra Program staff were in contact with members of the local Community Associations to share information about the Resource Recovery Centre and coordinate Community Information Sessions for December 2013.

### **Household Mailer**

An information sheet on the Resource Recovery Centre was mailed to all Willis Point, Highlands and Prospect Lake residents (1600 residents) prior to the Community Information Sessions in early December 2013. The sheet detailed the facility, siting decisions, community concerns, construction impacts and listed staff and online resources to contact for additional information.

### **Meetings**

Meetings with Community Association Executives were held:

- Wednesday, November 27 – Prospect Lake District Community Association
- Wednesday, November 27 – Highlands Community Association

Three Community Information Sessions were held:

- Monday, December 2 at the Willis Point Community Hall
- Thursday, December 5 at the Caleb Pike House (Highlands)
- Wednesday, December 11 at the Prospect Lake Community Hall

Additional meetings:

- Briefing with Highlands Council on Monday, January 13, 2014

Willis Point, Prospect Lake/Hartland and Highlands Community Associations, residents, Saanich and Highlands Council and the Juan de Fuca Electoral Area Director were invited to attend the Community Information Sessions and/or view the information online at [www.seatterraprogram.ca](http://www.seatterraprogram.ca).

The Information Sessions were publicized via:

- Willis Point
  - Posters throughout community
  - Posting to Community Association Facebook Page
  - Notification email sent via Willis Point Community Association members
- Highlands
  - Posters throughout community
  - Posting to District of the Highlands website
  - Meeting date included in District of Highlands newsletter sent out to residents
- Prospect Lake/Hartland
  - Posters throughout community
  - E-blast sent to all PLDCA members
  - Event listed on Community Hall roadside board

### **Resource Recovery Centre Timeline**

#### **June 2013**

- Consultation on siting of RRC
- Viewfield Road site removed from consideration

#### **July 2013**

- Hartland remains the approved RRC site following consultation

#### **October 2013**

- Hartland confirmed as RRC site by Committee (Oct. 17)
- Land application decision by CRD Board (Oct. 30)
- Communication and planning with Community Associations

#### **November 2013**

- Community Association meetings

#### **December 2013**

- Engagement with Hartland residents and stakeholders
- Request for Qualifications (RFQ) issued for Resource Recovery Centre

#### **Winter 2013/Spring 2014**

- Community input and feedback received and reported out on
- Proponents shortlisted for RRC

#### **Spring 2014**

- Ongoing communications with community
- RFP for Design-Build of RRC issued

#### **Spring 2015**

- Contract award
- RRC construction begins

#### **2017**

- RRC construction complete

#### **2018**

- RRC in service

## 2. Public Consultation

In December 2013, Seatterra staff coordinated and hosted three Community Information Sessions on the Resource Recovery Centre. Staff also attended and met with local community associations leading up to the Information Sessions

- Approximately 125 community members attended a Community Information Session
- As of January 31, 2014, 13 community members submitted feedback forms

### Community Information Sessions

Group	Date	Attendees
Willis Point	Monday, December 2	50-60
Highlands	Thursday, December 5	5-10
Prospect Lake/Hartland	Wednesday, December 11	70-80

### Community Meetings and Events

Location	Date	Details
Willis Point Community Association	Wednesday, October 23	Met with CA Chair
Highlands Community Association	Wednesday, November 27	Presentation to CA Executive
Prospect Lake Community Association	Wednesday, November 27	Presentation to CA Executive

### Feedback Forms Submitted

Submission period December 2, 2013 – January 31, 2014

	Forms
<b>Paper</b> (via Community Information Session, email, fax or mail) <ul style="list-style-type: none"><li>• Willis Point – 8</li><li>• Highlands – 2</li><li>• Prospect Lake - 3</li></ul>	13

- Community Information Session attendance is based on sign sheets, however, not all participants signed in

## **Methodology**

### **Community Information Sessions**

Nearby residents, community association members, local politicians and members of the broader public attended the Information Sessions on December 2, 5 and 11.

Open House materials included presentation boards that outlined:

- The Seaterra Program and Resource Recovery Centre
- The timeline of the construction of the Resource Recovery Centre
- How residents were able to inform the development of the facility RFP
- The treatment of residual solids at the RRC
- Construction impacts and potential mitigation options

Seaterra Program and CRD Hartland and Environmental Services staff and project consultants were on hand to answer questions and guide community members through the poster boards. Attendees were asked to sign in, provided with an Information Sheet and Feedback Form and asked to complete the Feedback Form in-person or following the meeting. Participants were invited to share their thoughts by posting Post-It notes to the presentation boards, speaking with staff and via the feedback forms distributed to each attendee. A mailed Information Sheet was also delivered to all residences in Willis Point, Highlands and the Prospect Lake/Hartland community prior to or immediately following the Community Information Session in their area.

### **Website – [www.seaterraprogram.ca](http://www.seaterraprogram.ca)**

Information sheets, display boards and feedback forms presented at the Community Information Sessions were posted online at [www.seaterraprogram.ca](http://www.seaterraprogram.ca).

### **Feedback Form**

The Feedback Form asked community members to share their feedback to inform RRC facility planning and the RFP process.

### **See attached Feedback Form**

All questions provided space for additional comments. Feedback Forms were accepted between December 2, 2013 and January 31, 2014. Forms could be submitted in-person at the Community Information Sessions; dropped off at, mailed to, or faxed to the Seaterra Program Office; and emailed to [seaterra@crd.bc.ca](mailto:seaterra@crd.bc.ca).

### 3. Summary of Feedback

Throughout the Community Information Sessions, community members shared a range of opinions and ideas about the construction of the Resource Recovery Centre at Hartland Landfill. Common themes raised in discussion, in question/answer periods, noted on display boards and recorded in feedback forms are listed below. A comprehensive table of feedback is included at the end of this report.

#### Feedback and Questions about RRC

- Odour control
- Traffic
  - Impact of construction traffic on local roads
  - Unknown amount of traffic as a result of end use of biosolids
- Water Quality
  - Testing of surface and ground water
  - Protection and assurance of clean ground water
- Leak and Spill Response
  - Quality of leachate line
  - Spill response plan
- Biosolid Management
  - Concern about potential incineration of biosolids
  - Environmental impact of incineration
  - Questions around end use of biosolids
  - Market for intended use of biosolids
- Risk of wildfire during construction
  - Coordination with local fire departments
- Streams and restoration
  - Impact of construction and RRC residual solids pipe
- Construction waste
  - Where will it be disposed of?
- Contamination of ground water and well water
  - Assurances of residents being supplied with potable water
  - Protection of ground water quality
- Integration and management of both solid and liquid waste at Hartland landfill
  - Future integration plans and synergies
- Seismic risks of facility and pipe
- Clearing of the site and environmental impact of construction
- Management and operations of the RRC
  - Role of third-party to manage facility and respond to resident concerns

#### General comments about RRC siting and the Seaterra Program

- Opposition to siting the RRC at Hartland
- Criteria that was used to determine siting
- Concern over the lack of communication with residents prior to this decision
- Discussion of the other considered sites for RRC
- General comments about approach to and planning of Seaterra Program

*\*Feedback themes are not listed in a specific order or weight.*



**Communication**

- Feedback forms noted a preference for communication via:
  1. Email from local community associations
  2. Posters in the community
  3. Household mailer

**Community Liaison Committee**

- Three community members put forward their names as participants in the Community Liaison Committee (two from Highlands, one from Willis Point).

**4. Next Steps**

Seatterra Program staff have compiled and reviewed community input into the facility planning and development of the RFP process. This input and information will be considered by staff as they define the RFP for the facility, as well as the Seatterra Commission when it reviews the RFP documents.

## Appendix A – Table of Community Feedback

### 1. Display Boards - Feedback and Post-It Notes

Facility Planning Criteria	Willis Point
	Will contract include a 'buyer' for the dried biosolids?
	How often will dried biosolids be transported offsite? Which route?
	What will happen to the final product? If incinerated, will there be further odour control guaranteed?
	How will odour control of the operational plant take place? Especially as a heated method is being used.
	How 'remote' will 24/7 monitoring be? Victoria, Vancouver, BC, Canada, China?
	Will there be restrictions on both construction operations outside business hours?
	What happens if 'monitoring groundwater and removal of contaminated material' does not stop contamination of the aquifer?
	What about providing clean drinking water if wells are contaminated despite all precautions?
	Will a time limit for 'immediate repair' be included in the contract?
	When will the CRD prepare the 'spill response plan'? Will we be involved?
	Is there a plan for off road parking during construction?
	Will the park-like view from Willis Point Road remain?
	How will surface water be monitored?
	Will there be cost penalties built into the contract to encourage compliance with these requirements?
	<b>Highlands</b>
	What odour bylaws exist and how effective will they be in insuring these promises will be met?
	What about nitrogen removal? Ammonia nitrates/nitrites, where are they going?
	If biosolids are removed, traffic will not be minimal.
	What is maximum spill volume?
	How large a leak will trigger shut down?
	What prevents groundwater contamination? Not an acceptable process if any chance of groundwater pollution.
	I am worried about groundwater contamination.
	Why are you monitoring 'surface water'? Why not monitoring 'ground water'?
	<b>Prospect Lake</b>
	Don't pump it here.
	This pipeline is costing 1/3 of a billion dollars and I have no sewer line to my property. No water line and very bad roads. Put a sewer pipe and water line up Petworth Drive!
	18kms up and 18kms down. Put it next to the treatment plan.
	I rely on well water, I don't want it affected and I want clean air.

	What is the market for biosolids (realistic!)
	What is the plan when pump or pipes need repair? And if for an extended period?
	If the smell and noise are as negligible as you say...it should be workable.
	For the cost of pumping so far it seems incredible that 2 hectares cannot be found at Macaulay or McLoughlin, or very nearby.
	What about stream restoration if streams impacted?
	If everything works according to plan.
	Traffic - if determined by end use of biosolids, then how do we know now if future impact will be negligible?
	Storage of biosolids
<b>Construction Impacts</b>	<b>Willis Point</b>
	Will wheel washing be required for trucks, etc. leaving the site?
	Where will construction waste go?
	Will there be any 'green' requirements during construction?
	Can we be assured that the biosolid unit will not become operational before the pipeline is completed?
	Will residential traffic take priority over construction traffic, or will our journey times increase?
	Will alternate transport requirements be a requirement or a 'nice to have'?
	Will there be pull-off for trucks going up the 9% grade on the Willis Point hill, so Willis Point residents aren't stuck behind a truck going 10km/h?
	<b>Highlands</b>
	Risk of wildfire from construction impacts
	<b>Prospect Lake</b>
<b>Final Questions/Comments</b>	<b>Willis Point</b>
	Can we comment on the draft RFQ/RFP?
	Why did we not have a voice in this in the first place? What happened to regional accountability for waste produced?
	Why is it not possible to include the community reps in the contract selection process?
	Why is the community liaison committee planned for 2015 and not before?
	If our property prices fall, will there be compensation?
	<b>Highlands</b>
	<b>Prospect Lake</b>
	Prospect Lake Road is in very bad repair; will your trucks be driving over it?

## 2. Feedback Form Responses

Facility Planning Criteria (mark level of importance)	*Most respondents responses
Odour control	Very important
Noise	Very important
Vibration	Very important
Safety (first responders)	Very important
Traffic	Very important
Water quality	Very important
Leak and spill response	Very important
Biosolids management	Very important
Other:	Incinerator, kitchen scraps, disposal (Very important)
	Impact on Surrounding Green Spaces (Very important); Complete re-evaluation of this location in respect to how far away it is from original source (Very important);
	Fire Suppression - Very important
	Groundwater contamination - Very important
	Burning biosolids, polluting air
	Pipes to transport biosolids. Who will provide insurance for these in the event of an earthquake? Lloyds of London as of 2014 does not want to insure houses on Vancouver Island, as this is a high-risk area.
Additional comments:	Responsibility, liability to govern - 100% to any adverse effects to this ill thought out plan
	Willis Point Road is the main access to our community and it is essential it remain safe and open through the construction and operational phases of the RRC. Willis Point is located on a peninsula and an accident closing Willis Point Road would leave only the lengthy, narrow and inconvenient Willis- Durance/Millstream Lake Road access and if the accident also closed this latter road, Willis Point would be totally isolated.
	Why is there no community liaison committee planned until 2015? There should be a community liaison committee set up for the planning stage, as that is when the decisions are made.
	I do not understand why the biosolids produced by the Hartland facility cannot be used for fertilizer as has been safely done in many other jurisdictions. Incineration is a terrible solution - environmentally and financially.
	We are very concerned that we were uninformed of this decision until it was a done thing. Only then were WPs advised at a public meeting that the plan was in place. Obviously it is because we are few in numbers at WP, our concerns were ignored and only then were we told what has happening.
	Involve Peninsula Stream Society, comprehensive risk assessment needs to be done, we as a community have not had the opportunity to be involved in the planning stages of the CRD sewage project.

	What will the CRD do if the plant and their food waste facility stinks up our neighbourhood?
<b>Construction Impacts</b> (mark level of importance)	<b>*Most respondents responses</b>
Construction duration	Very important
Notification of activities	Very important
Noise	Very important
Vibration	Very important
Traffic	Very important
Water quality	Very important
Dust and air quality	Very important
Other:	If well water is contaminated the CRD needs to provide Willis Point residents with potable water.
	I am concerned about traffic disruption over an extended period of time on West Saanich Road and Willis Point Road. Willis Point Road has a 9% grade, Heavily loaded construction trucks could be going as slowly as 5-10km/hour up that hill. Pull-offs should be provided since there is no passing lane.
	We are deeply concerned that the special way of life that we WPs enjoy will be seriously at jeopardy. We also are afraid that our property values will suffer.
	Responsibility, liability to govern - 100% to any adverse effects to this ill thought out plan
	Fire Suppression - Very important
	Hours of operation
Additional comments:	If well water is contaminated the CRD needs to provide Willis Point residents with potable water.
	I am concerned about traffic disruption over an extended period of time on West Saanich Road and Willis Point Road. Willis Point Road has a 9% grade, Heavily loaded construction trucks could be going as slowly as 5-10km/hour up that hill. Pull-offs should be provided since there is no passing lane.
	We are deeply concerned that the special way of life that we WPs enjoy will be seriously at jeopardy. We also are afraid that our property values will suffer.
	Responsibility, liability to govern - 100% to any adverse effects to this ill thought out plan
	CRD's own environmental impact study acknowledges that Hartland site plan does not allow do the best resource recovery or greenhouse reduction.
<b>Additional questions/concerns about the RRC.</b>	
	Biosolids management: Under no circumstances should the dried biosolids be incinerated at the Hartland landfill. If they can't be incinerated off-site, they should be land filled rather than risk the concentrated contaminants in the biosolids to the local air shed.
	I would like to know what measures will be taken to provide clean drinking water to Willis Point residents if there an

	unforeseen catastrophe that pollutes the aquifer that supplies our drinking water supply (i.e. our well).
	Explain in detail (extreme and absolute) - cost of all construction options, cost of maintenance including liability of leak, how all alternatives were evaluated and conclusion reached, cost studies and require.
	I would like to know the chemistry of the phosphorous recovery.
	Inform the people in our area. We are important people and we care about our property and homes and lives.
	There is no set plan on how to dispose of the solids, which will effect the cost envelope, it is important to use recent technological innovations to solve CRD's sewage problem.

## Appendix B – Feedback Form



### Community Information Session Feedback Form

Thank you for attending a community information meeting on the Resource Recovery Centre (RRC) at Hartland landfill. Hartland landfill is the confirmed site for the RRC. Local residents have the opportunity to provide comments and feedback, which will inform the facility planning and Request for Proposal process.

Your input will be reviewed by Seatterra Program staff and shared with the community in early 2014.

For more information about the RRC, visit the Seatterra Program website at [www.seatterraprogram.ca](http://www.seatterraprogram.ca).

1. Please indicate where you live.

- ☐ Willis Point  
☐ Highlands  
☐ Saanich – Prospect Lake  
☐ Other \_\_\_\_\_

2. What additional information about the RRC would be helpful for you to receive?

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### 3. Facility Planning Criteria

Please mark the importance of the following considerations in developing and operating the RRC.

Considerations	Not important	Somewhat important	Very important
Odour control			
Noise			
Vibration			
Safety			
Traffic			
Water quality			
Leak and spill response			
Biosolids management			
Other:			
Other:			
Other:			

Additional comments:

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#### 4. Construction Impacts

Please rate the importance of the following considerations about the construction of the RRC.

Considerations	Not Important	Somewhat Important	Very Important
Construction duration			
Notification of activities			
Noise			
Vibration			
Traffic			
Water quality			
Dust and air quality			
Other:			
Other:			
Other:			

Additional comments:

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5. Do you have additional questions or concerns about the RRC? If so, please let us know what they are:

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6. What is the best way to notify you of community meetings or share information with you about the RRC?

- ☐ Email via my community association  
☐ Email from Seaterra Program  
☐ Posters in the community  
☐ Household mailer  
☐ Seaterra Program website  
☐ My community association's Facebook page  
☐ Other \_\_\_\_\_

7. Would you be interested in participating in a Community Liaison Committee to share information, address issues, and manage impacts of the RRC during the construction phase of the project 2015?

- ☐ Yes (if Yes, please note your name and email below)  
☐ No

To receive the Seaterra Program e-newsletter, please provide the following information:

Name: \_\_\_\_\_

Email: \_\_\_\_\_

**Thank you for your input. Please return this feedback form by January 31, 2014.**

Mail or drop-off completed forms to:

Seaterra Program office 510-1675 Douglas Street Victoria, BC V8W 2G5

Email forms to: [seaterra@crd.bc.ca](mailto:seaterra@crd.bc.ca) Fax forms to: 250-360-3071.

If you have further questions or comments, please contact:

Kristin Quayle, Communications Coordinator, CRD Seaterra Program

[kquayle@crd.bc.ca](mailto:kquayle@crd.bc.ca) T: 250-360-3623.







Making a difference...together

Item 11

EHQ 14-14

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, MARCH 26, 2014**

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**SUBJECT     GENERAL MANAGER'S REPORT**

**ISSUE**

To update the Environmental Services Committee on Environmental Services Department initiatives.

**BACKGROUND**

The Capital Regional District's (CRD) current Liquid Waste Management Plan includes the development of a Resource Recovery Centre (RRC) at the Hartland North site. It is estimated that the new facility will require a total developable land area of approximately 2.7 hectares. This site is owned by the CRD Solid Waste Disposal Service and will need to be transferred to the Core Area Sewer Service. As this transaction pertains to two standing committees of the Board, staff will bring forward the terms for this transaction to the Committee of the Whole meeting scheduled for April 30, 2014. These terms will include the land value in addition to agreement on shared site services.

**RECOMMENDATION**

That the Environmental Services Committee receive the General Manager's Report for information.

A handwritten signature in blue ink, appearing to read 'Larisa Hutcheson', is written over a horizontal line.

Larisa Hutcheson, P.Eng., General Manager  
Parks & Environmental Services

LH:dv