

DATE: November 25, 2021

FILE: 5360-30

TO: Chair and Directors
Comox Strathcona Waste Management Board

Supported by James Warren
Deputy Chief Administrative
Officer

FROM: James Warren
Deputy Chief Administrative Officer

J. Warren

RE: Management Report Outstanding Action Items Summary

Purpose

To provide the Comox Strathcona Waste Management (CSWM) Board with an update or resolution to a number of outstanding action items from the Management Report.

Recommendation from the Deputy Chief Administrative Officer:

1. THAT the Management Report be updated to reflect the November 25, 2021 Management Report Outstanding Action Items Summary staff report.
2. THAT the Comox Strathcona Waste Management Board endorse the following resolution to be submitted to the Association of Vancouver Island and Coastal Communities 2022 Convention for consideration:

AVICC Resolution for Construction and Demolition Waste Regulation

WHEREAS the landfilling of construction and demolition materials comprises a considerable share of solid waste within the province leading to increased costs for solid waste management and lost opportunities for such materials to be resold, reused or recycled;

AND WHEREAS the Ministry of Environment and Climate Change Strategy's Extended Producer Responsibility Five-Year Action Plan (2021-2026) does not include construction and demolition materials as a priority for their Extended Producer Responsibility (EPR) program;

THEREFORE BE IT RESOLVED THAT UBCM request the Ministry of Environment and Climate Change Strategy to add construction and demolition materials to their EPR Five-Year Action Plan to establish a producer responsibility framework that significantly reduces such waste.

3. THAT the November 14, 2019 motion for "the Comox Strathcona Waste Management Board direct award the purchase of \$160,000 of carbon credits, which is the equivalent dollar value to purchasing 48,000 tonnes of CO₂ in the global marketplace, from Cowichan Energy Alternative Society's community carbon marketplace and to work toward a project within the Comox Strathcona Waste Management service area" be rescinded;

AND FURTHER THAT the \$160,000 budgeted for the carbon offset purchase be redirected back to capital reserves in anticipation for future expenditures, to be considered as part of the preliminary 2022 – 2026 CSWM Financial Plan review.

Executive Summary

There are a number of outstanding action items in the Management Report that have either been resolved or progressed which warranted an update to the CSWM Board as detailed below.

MANAGEMENT REPORT ITEM #1

At its October 21, 2021 CSWM Board meeting, the following motion was carried:

THAT staff prepare a draft AVICC resolution on repurposing construction and deconstruction material for consideration at the December 2, 2021 board meeting.

Background

Approximately 2.8 million metric tonnes of construction and demolition waste (CnD Waste) is disposed annually in British Columbia, which amounts to about one-third of municipal solid waste disposed in the Province, which could otherwise have been resold, reused or recycled. The 2009 Canada Wide Action Plan (CAP) for Extended Producer Responsibility (EPR) was adopted on October 29, 2009. The EPR Plan made a commitment for the inclusion of an operational EPR program for CnD Waste within eight (8) years of the adoption of CAP.

Status: Pending CSWM Board Endorsement

To date, this commitment has not materialized and immediate action is required by the Ministry of Environment and Climate Change Strategy to significantly reduce CnD Waste by making this important waste stream a priority. As such, staff prepared the following resolutions for board consideration. If endorsed by the board, they will be submitted to the Association of Vancouver Island and Coastal Communities (AVICC) 2022 Convention for consideration.

Construction and Demolition Waste Regulation

WHEREAS the landfilling of construction and demolition materials comprises a considerable share of solid waste within the province leading to increased costs for solid waste management and lost opportunities for such materials to be resold, reused or recycled;

AND WHEREAS the Ministry of Environment and Climate Change Strategy's Extended Producer Responsibility Five-Year Action Plan (2021-2026) does not include construction and demolition materials as a priority for their Extended Producer Responsibility (EPR) program;

THEREFORE BE IT RESOLVED THAT UBCM request the Ministry of Environment and Climate Change Strategy to add construction and demolition materials to their EPR Five-Year Action Plan to establish a producer responsibility framework that significantly reduces such waste.

MANAGEMENT REPORT ITEM #2

At its October 21, 2021 CSWM Board meeting, the following motion was carried:

THAT consideration of the following motions be deferred to the December 2, 2021 Comox Strathcona Waste Management Board meeting.

“THAT the Comox Strathcona Waste Management Chair write a strongly worded letter to the appropriate managers of the Ministry of Transportation and Infrastructure requesting that waste bins be restored at beach locations along the Highway 19A corridor”; and

“THAT the motion be amended by adding the following clause: “AND FURTHER THAT staff draft a resolution to be submitted for the next AVICC convention’.”

Background

At the June 18, 2021 regular meeting of the CSWM Board, concerns were raised regarding the increasing litter and improper waste disposal at beaches and other regional destinations. Staff provided a report detailing the role of local government with regards to garbage receptacles and collection at popular beach locations within the service area. The CSWM service does not manage waste bins, nor the collection of waste as it deviates from the service's core functions waste and recycled material management at its two landfills and range of transfer stations that service the CVRD and SRD, providing oversight of the multi-material recycling programs as well as overseeing a range of education programs.

In general, the provision of waste collection is provided by individual municipal or regional district functions (e.g. public works, parks) or the Ministry of Transportation and Infrastructure (MOTI) at certain highway locations within their Right of Ways.

Status: Pending CSWM Board Endorsement

In light of the existing waste collection services provided by local governments and the MOTI, this matter has been considered separately by the Comox Valley Regional District and Strathcona Regional District individually in relation to the issues their facing and their specific services and interests, to advocate to MOTI to expand their existing highway rest stop amenities to include additional locations. Both regional districts have since approved resolutions to request MOTI to work with local government to identify additional locations for provincial highway amenities to be established.

MANAGEMENT REPORT ITEM #4

At its June 25, 2020 CSWM Board meeting, the following motion was carried:

THAT staff bring forward a report providing a price evaluation and other relevant considerations respecting the finished compost material from the organics pilot project.

Background

The compost pilot project was approved by the CSWM Board in September 2012. The collection and processing of comingled food and yard waste from the Town of Comox (Comox) and Village of Cumberland (Cumberland) commenced in June 2013. Approximately 600 tonnes of finished compost was produced in the first year of operation, of which 57 tonnes was used by Comox and Cumberland. The original mandate of the pilot program was to provide finished compost for only the two participating municipalities at no charge. However, after two years of full operation, it was evident that the expected outgoing finished compost far surpassed the needs of Comox and Cumberland and the surplus was beginning to interfere with the daily operation of the CVWMC.

As a result, the finished compost was made available to all member municipalities, government agencies and school districts with the CSWM service area, free of charge. However, even with the broadening of the available outlets, a significant surplus remained. In 2018, on a non-precedent and one time basis, the finished compost was provided free of charge to a local farm in exchange for test results of the soil amended with the compost.

Status: Resolved

To further facilitate the sale of materials to other users, including farms and residents, a rate for the sale of 'Organic Compost Material' at \$13 per cubic metre was established within Bylaw No. 170 in late 2018, and made effective Jan 1, 2019. This sale price was based on:

- the Regional Organics Management Study which estimated the market value of finished compost material to be approximately \$10 to \$30/tonne;
- local market conditions and demand; and

- the required tip fee to cover operating cost to process the organic material.

Since the amendment of Bylaw 170 to permit the sale of compost material to the public on a first come first serve basis, with reserved quantities for Comox and Cumberland, the demands from the community now surpass supply and resolved the stockpiling issues.

MANAGEMENT REPORT ITEM #5

At its November 14, 2019 CSWM Board meeting, the following motion was carried:

THAT staff bring forward a report on financial resources required to investigate recommendations made by the Solid Waste Advanced Technology Select Committee.

Background

The CSWM Board has an interest in reducing residual waste volumes and providing the lowest cost effective alternatives to landfilling. In support of these objectives, the Solid Waste Advanced Technology Select (SWAT) Committee was established to act as an advisory body to the CSWM Board to complete an assessment and review of alternative, advanced technologies for solid waste disposal. The mandate of SWAT Committee, as outlined in the Terms of Reference (TOR), is to keep the CSWM Board informed of the waste management technology proposed by Sustane Technologies Inc. (Sustane) for up to one year of full operation, which is included in the Financial Plan. Any additional analysis/review beyond the monitoring of Sustane has not been considered with respect to staff resources and financial needs, and therefore, must be approved by the CSWM Board and included in the financial plan.

Status: Pending Board Approval of the 2022 – 2026 CSWM Financial Plan

The 2012 Solid Waste Management Plan (SWMP) for the CSWM service is a 10 year plan that outlines the priorities, targets and initiatives that will be undertaken by the CSWM service in support of waste diversion and other plan goals and targets. The SWMP is due for a comprehensive renewal beginning in 2022, as required by the Environmental Management Act. Based on the feedback from September 2021 roundtable session, staff will report back to the February 2022 board meeting with a comprehensive report and schedule including resource requirements for the CSMW SWMP update. Pending board direction, staff will lay the groundwork to start the review process, with consideration of other engagement projects and respect the directors' term of office.

As part of the review, there will be an analysis of the existing system as a whole and waste management issues and solutions for the management of residual waste over the 10 year horizon. Recognizing that residual waste processing technologies will continue to advance and the economic viability may change, studies into areas of interest for the CSWM region to inform the draft SWMP and monies have been allocated into the 2022 – 2026 Financial Plan for the CSWM Board consideration.

MANAGEMENT REPORT ITEM #8

At its November 14, 2019 meeting, the following motion was carried:

THAT the Comox Strathcona Waste Management Board direct award the purchase of \$160,000 of carbon credits, which is the equivalent dollar value to purchasing 48,000 tonnes of CO₂ in the global marketplace, from Cowichan Energy Alternative Society's community carbon marketplace and to work toward a project within the Comox Strathcona Waste Management service area.

Background

In response to the Campbell River Waste Management Center Landfill Gas Management Regulation Warning Letter of March 21, 2019 from the Ministry of Environment and Climate Change

(MoECCS), staff developed a remedial action plan to achieve Landfill Gas Management Regulation compliance and met with MoECCS at the Union of BC Municipalities to discuss the status and timing of the CRWMC landfill closure and the CSWM service’s financial commitment when it was slated to reach capacity in 2023.

At time of decision, there was an estimated 81,700 m³ of unutilized airspace valued at approximately \$5 million. Given the financial implications required to undertake immediate closure, staff recommended a phased closure approach to fulfill its legislative obligations and achieve regulatory compliance which allows for the capital expenditures to be spread out more evenly over a 6 year time period (in conjunction with the landfill expansion at CVWMC), while maintaining the ability to fully utilize the available airspace with final closure and full LFG collection scheduled for end of 2023. In effort to address the environmental impact of postponing the landfill closure, CSWM staff recommended that carbon credits be purchased to offset the greenhouse gas (GHG) emissions until final closure.

Status: Pending Board Approval of the 2022 – 2026 CSWM Financial Plan

After multiple attempts, staff have been unable to develop a suitable carbon credit solution with Cowichan Energy Alternative Society’s community carbon marketplace. In addition, staff worked to identify and assess other opportunities within the CSWM service but have not been able to identify a suitable option.

Considering this, and that the CRWMC landfill is no longer in operation, will be permanently closed and capped and will benefit from implementation of a full landfill gas collection system in summer 2022, it is now recommended that the \$160K budgeted for the carbon offset purchase be redirected back to capital reserves to build up the reserve in anticipation for future expenditures, as reflect in the preliminary 2022 – 2026 CSWM Financial Plan.

Prepared by:

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Concurrence:

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