



**CCRD SERVICE REPORT**

**To:** Curtis Slingerland, CAO  
**CC:** Board of Directors, CCRD  
**From:** Ken McIlwain, Operations Manager  
**Meeting Date:** February 10, 2022  
**Subject:** SOLID WASTE SERVICE UPDATE

Board Meeting  
FEB 10 2022  
CCRD ITEM (C)(n)

**Recommendation:**

**THAT the Board of Directors of the Central Coast Regional District receives the Solid Waste Service Report dated February 10, 2022.**

**Service Background:**

In 1975, the Central Coast Regional District (CCRD) was granted the function of Refuse Disposal through Supplementary Letters Patent. In 2011, this function was converted to a service of the Regional District through Bylaw 402, with Electoral Areas C, D and E as participants.

The CCRD is responsible for provision of solid waste management and recycling services in Electoral Areas C, D and E and solid waste planning services to all electoral areas within the Regional District. The Regional District also delivers solid waste and recycling services to the Nuxalk Nation through a Municipal Services Agreement.

Thorsen Creek Waste and Recycling Centre is the only facility managed under this service. It consists of a landfill, transfer station, recycling depot and free store. The recycling depot is staffed by a part-time employee of the Regional District, while the landfill and transfer station are operated by a contractor.

In British Columbia, Regional Districts are mandated by the *Provincial Environmental Management Act* to develop Solid Waste Management Plans that define how each regional district plans to manage its solid wastes, including waste diversion and disposal activities.

Priorities and resource allocation within Solid Waste Management are guided by the CCRD Solid Waste Management Plan (SWMP) dated February 28, 2017 and adopted by the CCRD Board of Directors at the Regular Board meeting on held March 9, 2017. The Solid Waste Management Plan was submitted to the Ministry of Environment and Climate Change Strategy for review and Ministerial approval was received January 21, 2019.

Ministerial approval was contingent on the CCRD committing to a Five-Year Effectiveness Review to be completed by December 31, 2022. The review is to include a review of any consultation/outreach efforts with Ocean Falls, Denny Island, Wuikinuxv and Bella Bella and also a plan for ongoing consultation. Consideration should be given to inclusion of this

engagement effort in the CCRD Strategic Plan, as well as the completion of the 5-Year Effectiveness Review. Approval was also contingent on the CCRD submitting a Landfill Criteria Conformance Review of Thorsen Creek Landfill by September 30, 2021. This conformance review was completed and submitted to the Ministry.

During the ministerial review of the CCRD's SWMP, the province asked the CCRD to commit to further consultation/outreach with all communities in the district. This is a strong reminder of the legislative requirement for regional solid waste planning.

In addition to consultation efforts, CCRD staff are responsible, each year, for gathering and submitting regional waste data to the Ministry of Environment and Climate Change.

While there are clearly regional responsibilities and resources allocated around solid waste management, there is no established regional district service to recover costs associated with these efforts. In anticipation of increasing costs associated with community engagement throughout the region, staff are examining options on how to segregate and budget for these costs.

### **Updates:**

- In late fall 2021, the Ministry of Environment conducted an Office Review Inspection of Thorsen Creek Landfill and associated Operating Certificate. A large quantity of information was gathered and submitted to the Ministry of Environment (MoE). The resulting inspection report identified several deficiencies. These deficiencies centered around vegetation control, electric fence reporting, surface water monitoring and associated reporting. Corrective actions will involve vegetation removal from landfill surface, reporting electric fence failures to the Ministry as they occur, and semi-annual surface water sampling/annual reporting.
- The CCRD Operating Certificate (O.C.) was last reviewed/updated in 2006. Since then, the new Landfill Criteria has come into effect. CCRD was notified by the MoE Senior Authorizations Officer (North) that we can expect an update to our O.C. in the near future. MoE committed to providing a letter by late 2021 with a draft amendment to the O.C. that would help CCRD budget for the additional cost associated with implementing these new requirements as well as work planning for staff. A letter has not yet been received and CCRD staff will reach out to the Ministry in this regard.
- The engineering workplan for 2021 was initially focused on the groundwater monitoring program and well installation. This is a part of the Development, Operations and Closure Plan (DOCP) which has been progressing. The quotes for drilling came in higher than expected. With the remaining time available in 2021, Morison & Hershfield (MH) has focused on developing the fill plan and operation plan which form part of the DOCP. Groundwater monitoring is almost certainly going to become a requirement of any future Operating Certificate issued by the ministry of Environment. Groundwater monitoring results will also be required to support any future application for a footprint increase.
- The Ministry of Environment has agreed to extend the funding agreement for the proposed composting facility until May 31, 2024.

- The new 4 yard bins for the transfer station have been delivered to the site.
- With the exception of the free store/share shed, all solid waste services are fully functioning with appropriate COVID-19 precautions in place as per the CCRD COVID-19 Business Continuity and Services Restoration Plan and provincial health orders. Currently masks are required in the Recycle Depot and Attendant's Office.

**Grant Funded Projects Administered Under the Service:**

The CCRD has received funding from the province under the Organics Infrastructure Grant Program for phase 1 of a small composting operation at Thorsen Creek Waste and Recycling Centre.

The funding covers 2/3s of the capital infrastructure costs for this project. The total project cost is approximately \$150,000. The CCRD is committed to engaging with the Nuxalk Nation to obtain help with sourcing the \$50,000 needed for the project. CCRD staff will be reaching out to Nuxalk Nation to discuss the landfill operations generally, the composting opportunity, as well as imminent challenges to financing the service.

CCRD's 2020 financial plan identifies the following project work for funding under the Community Works Fund – Gas Tax in 2021:

- Landfill Development, Operation and Closure Plan (DOCP)

This project is being undertaken in a phased approach and funded through the Community Works Fund. In 2020, landfill capacity was looked at and final closure contours were established for two landfill development options, along with landfill closure cost estimates and an associated Landfill Liability Statement. For 2021, the workplan includes hydrogeological analysis and establishment of groundwater monitoring wells. This groundwater monitoring wells and hydrology work is now postponed due to higher than anticipated projected costs. Scope of work for 2021 was revised to include a Fill Plan and Operations Plan that will form part of the DOCP.

## **Board Priorities - CCRD Strategic Plan Amendment 2019 – 2022:**

Service Area	Priority Project	Related Strategic Goal	Timeline	Required Staff Capacity Actions
Solid Waste Management	Conformance review and compliance	<i>Good Governance and Administration; Improving Our Infrastructure</i>	2020	This is a non-negotiable top priority for this service area; the Board-endorsed Solid Waste Management Plan always guides top priorities for this service.
	Bylaw updates	<i>Good Governance and Administration</i>	2021	SWM bylaw updates to be prioritized, occurring before completion of Official Community Planning and subsequent bylaw update processes
	Composting facility design and construction	<i>Improving Our Infrastructure</i>	2021	Matching funds are needed for approved composting grant.

### **Rationale:**

The Board prioritizes the conformance review and compliance, as guided by the Board-endorsed Solid Waste Management Plan, as a top priority for the service area due to non-negotiable provincial regulatory constraints. Bylaw updates are also critical to conformance and service sustainability. The Board wishes to explore a bylaw framework that supports landfill user fees being increased gradually/incrementally, in particular with regards to commercial landfill inputs. The next Board priority is the composting facility project in light of ongoing safety, conflict, and political issues related to human-bear confrontations and interactions, and the possibility of CCRD being able to sell the compost as a new revenue stream. As well, organics are a potential primary source of toxins entering into the water table.]

With respect to the CCRD Board's Strategic Priorities shown in the table above, staff have advanced *Priority Project #1 – Conformance review and compliance*. A Preliminary Compliance Review has now been completed by engineering firm Morrison & Hershfield.

*Project #2 Bylaw Updates:* A new rates and charges schedule was adopted by the CCRD Board of Directors at their December 2020 meeting. A bylaw to update the rates and charges to reflect inflationary increases was given first and second readings at the October 2021 regular board meeting and adopted at the November 2021 regular board meeting.

*Project #3 Composting Facility Design and Construction* has not been initiated. Staff are currently looking for options to secure matching funds in the amount of \$50,000 in order to access approximately \$100,000 in funding from the provincial Organics Diversion Infrastructure Program. Previous conversations with the Nuxalk Nation indicated an interest on their part in participating in the funding of the organics diversion program at TCWRC. CCRD staff will be reaching out to Nuxalk Nation to further discuss the composting opportunity.

### **Financial/Budgetary:**

#### **Total Budget (Including confirmed grants):**

Total 2021 Anticipated Revenues: \$416,419 (including confirmed grant revenues)

Percent total expenditures to December 31, 2021: \$347,877 or 84%



Total 2021 Actual Revenues (unaudited): \$362,732 (excluding special project grant revenues and carry forward surplus from 2020)

Percent total expenditures (unaudited) to December 31, 2021: \$347,877 or 96%

### **Grant Funded Special Projects**

Special Project: Composting Facility Total Grant Revenue: \$98,184

Percent total expended: 0%

### **Notes on Financial Variance:**

Expenditures to date for 2021 include the budgeted \$50,000 contribution to the Landfill Closure Reserve.

Tipping fee revenue for 2021 came in almost twice the amount budgeted. This is due in part to a large demolition project locally and increased volumes of waste from the general public and the institutional, commercial and industrial sector.

The following items are as areas of concern for the 2022 budget and the 5-year Financial Plan:

- With the landfill closure liability now identified, the annual contribution from the Solid Waste budget to the post closure reserve fund should ideally be increased from \$50,000 in 2021 to approximately \$150,000 (not adjusted for inflation) going forward in order to ensure adequate funds are in place to proceed with landfill closure when that time arrives, which could be as soon as 12 years from now. If the life of the landfill can be expanded to 30 years through a small lateral expansion, then the required annual contribution would decrease accordingly. The uncertainty around a lateral expansion has resulted in the use of the more conservative assumption of 12 years of remaining landfill life. These projections assume a constant rate of waste disposal into the landfill.
- Sourcing a contribution from the Nuxalk Nation for the capital costs of the Organics/Composting project at Thorsen Creek Transfer Station or finding an alternative funding source.
- Increased operating costs for the Landfill and Transfer Station operation.
- There is still insufficient revenue to accommodate the needed increase in the annual contribution to the Landfill Closure Reserve Fund in order to address the outstanding audit qualification for the same.
- There is insufficient revenue to undertake needed capital works projects at the transfer station and landfill.

### **Apportioned Administration Reflecting Time Requirements – Staff and Elected Officials:**

Apportioning administrative (operational) costs to each service the CCRD operates is a requirement under the *Local Government Act* s. 379(1). The CCRD calculates apportioned administration using a two-pronged formula that considers:


- an estimate of staff time dedicated to a particular service (estimated from an average of approximate time spent the preceding year and time contemplated for the upcoming year); as well as
- an allocation of the combined total costs of Board governance, yearly audit and financial services, insurance and core administrative overhead (i.e. office space and supplies).

The total apportioned administration costs determined for CCRD's Solid Waste Management service was calculated to be \$95,678 for 2021 and incorporated as such into the CCRD Five Year Financial Plan 2021-2025.

Respectfully Submitted by:

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Ken McIlwain, RPF

Reviewed/Approved by:

  
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Curtis Slingerland, Chief Administrative Officer