



## REQUEST FOR DELEGATION

**Board Meeting Date**

2021-02-25 (Tabled from 2021-02-11)

**Name of person or group wishing to appear before the Board of Directors**

Food Security Steering Committee

**Number of people attending**

2

**Spokesperson Name**

Elizabeth Howard

**Subject of presentation**

The CCRD Directors have already been informed of a Community Food Security Survey in Bella Bella. Nuxalk Nation is about to launch their own survey. I propose that the CCRD support food security data collection off-reserve to provide a complete record of food insecurity in the Bella Coola Valley.

**Purpose of presentation**

other

**Purpose of presentation: other**

Data from a food security survey could inform the OCP, emergency planning, a food charter and/or local food policy. We are seeking support from the CCRD in the form of endorsement and possible funding.

**Will you be providing supporting documentation?**

yes

**If yes:**

handouts at meeting

Board Meeting  
FEB 25 2021  
CCRD ITEM 1. (a)

## What is a Food Charter?

A Food Charter is broad community statement and/or a set of goals that describe **how** the members of a specified geopolitical community want their food system to be maintained. By including the voices of various stakeholders, Food Charters encourage a broad base of support, cross-sectorial collaboration, and community connection. Used as an education piece, Food Charters raise community awareness about food system concerns and weaknesses, and offer a platform for public discussion and advocacy. Most importantly, Food Charters are not binding policy statements, but instead act as inspiration for how to develop local food policy and or initiatives for the community. While Food Charters are primarily meant for food-related policy development and or initiatives, other uses include:

- Municipal strategic planning
- Promoting government endorsement and accountability
- Encouraging civic engagement
- Promoting understanding and awareness of food systems
- Offering a long-term “reference point” for community partnerships

Food Charters generally set a vision for health, education, economic sustainability, environment, culture, and social equity, although this does vary depending on involved stakeholders. In many existing Food Charters, these broad visions are further explained using many of the following food system considerations:

- Environmental sustainability and management
- Food production and agriculture
- Health and nutrition
- Food security
- Land use planning
- Local food systems
- Food access and distribution
- Emergency food distribution/preparedness
- Food safety
- Community economic development
- Sustainable economic development
- Waste management
- Advocacy and education
- Culture
- Social justice, social equity
- Food skills development
- Education and awareness
- Urban agriculture

## Who is involved?

The development of a Food Charters is a collaborative process that involves community members and groups, municipal staff and councillors, health professionals, food producers/processors/distributers, institutional food providers, social justice organizations, academics, and minority group community representatives.

### **Steps to developing a Food Charter**

1. Build interest in the community through education and out-reach.
2. Begin planning the development of a Food Charter. Seek advice on the content from stakeholders. Consider holding a public consultation process to understand the perspectives of the community.
3. Hold an event to determine the underlying purpose of the Food Charter.
4. Build a first draft of the Food Charter and request feedback from the community and stakeholders.
5. Continue the process until everyone is satisfied and approves.
6. Finalize the Food Charter and seek municipal endorsement.
7. If endorsed, present the Food Charter to the public through a public event, education channels, and begin working on a food council, food system strategy, and or community action plan.

### **Challenges**

Some identified challenges to the development of Food Charters include:

- Time and resources
- Communication between working group members in different parts of the food system
- Lack of producer participation
- Encompassing all perspectives
- Lack of public awareness
- Food Charter endorsement by community or municipality/region
- Lack of long-term planning following Food Charter endorsement

# SQUAMISH FOOD CHARTER



*Food Security exists when ALL members of the local communities have access to enough nutritious, safe, ecologically sustainable, and culturally appropriate food at all times.*

In 1976, Canada signed the United Nations Covenant on Social, Economic and Cultural Rights, which includes “the fundamental right of everyone to be free from hunger.” The district of Squamish supports our national commitment by using a food security lens when addressing relevant community issues. This is done through pursuit of the vision.

## The Vision

Our food system will be economically viable and ecologically sustainable; our community will grow, harvest, process, preserve, and distribute food to all of its members while eliminating waste. A thriving local food culture that celebrates eating locally and eating together will support us in living healthier, happier, and richer lives connected to the land, to growers, and to each other.

We support this vision through the following principles:

### **Community Economic Development**

Greater reliance on local food systems strengthens our local and regional economies, creates employment, and increases food security, while providing a living wage to farmers. Land is allocated for small farm use.

### **Ecological and Human Health**

Suitable agricultural and wild lands are a necessity for a thriving food system. As such they are preserved and enhanced to promote health of the land and its people. A whole-system approach to food protects our natural resources and eliminates food waste by redirecting it to composting facilities; reducing the negative effects of climate change and contributing to the environmental stability and well-being of our local, regional, and global communities.

Localized food systems can contribute significantly to the health of the population by addressing the nutritional deficit that is prevalent in many American diets. Community members have the opportunity to learn about and participate in the production, processing and

consumption of nutritious foods.

### **Social Justice**

Food is a basic human right. All residents need accessible, affordable, healthy, and culturally appropriate food, leading to the alleviation of malnutrition and hunger.

### **Collaboration and Participation**

Sustainable food systems encourage civic engagement, promote responsibility, and strengthen communities. Community food security improves when local government collaborates with community groups and individuals, businesses, and other levels of government on sound food system planning, policies and practices.

### **Celebration**

Sharing food is a fundamental part of life and the human experience. Food brings people and communities together to celebrate both unity and diversity.

Therefore, in Squamish's food-secure future:

- Farmers are better connected to consumers through farm markets, Community Supported Agriculture, and school/work meal and information programs.
- Farmers' roles as environmental stewards are protected and financially supported.
- Agricultural resources including water, land, and the knowledge of farmers are protected.
- Regulations strengthen the capacity of local farmers to produce and reach their markets.
- Existing agricultural production and land is protected from genetically modified seed.
- A "buy local" campaign that promotes local food production and consumption has expanded.
- Traditional teachings about food preservation, seed saving, eating seasonally, and eating locally will be encouraged and supported.
- Institutional buyers such as hospitals and universities have the flexibility and incentive to buy more local products.
- Ongoing research ensures long-term food security in the face of a changing climate.
- First Nations and the district work together to create collaborative opportunities that provide learning and positive outcomes toward food security in the region.
- Squamish is committed to strengthening socially just and ecologically resilient food systems around the world.
- 'Waste' Food is re-distributed (including farmers, grocers, restaurants, farmers markets, homes, gardens) to feed those in need.
- Families, congregations and communities of interest have opportunities to gather, share food and celebrate their cultures
- Food programs progression is supported from survival needs to programs of self sufficiency for all community members.

## The Rationale

A charter is a declaration of the collective will of the city or community to protect and promote a healthy, just and ecologically resilient food system.

A Food Charter reminds the community of the primary importance of food. We live in a culture of plenty, and yet hunger persists in our midst. Over decades, people have come to understand that lasting solutions to hunger cannot come from charity alone. Over time, we have identified a series of interconnected problems that together conspire to allow hunger and malnutrition to persist, even in the midst of abundant food and wealth. A food charter lifts our sights towards a healthier and more abundant food future.

Hunger in Canada is linked to a lost culture – a lost ability to grow food, to cook nutritious and delicious meals, and a lost ability to gather as a family, a household, as neighbors and friends in community to share food.

Hunger is also linked to economic failures. Agriculture is a fundamental building block of economic activity. Our modern industrial agricultural system moves money and natural resources over ever-larger distances, with greater and greater resource and energy use (and waste). It undermines local production at the expense of biological diversity and knowledge of plants and growing conditions that are created over generations. Industrial agricultural systems also undermine local economies, making it hard for communities to capture a decent share of the benefits of a vibrant food system. A centralized food distribution system creates significant waste, too, which is ever more troubling in an age where we see both food and energy scarcity emerging as significant challenges for our children and us.

A Food Charter can be a valuable document to help guide town and city councils, policy makers, communities and residents when thinking about food and a healthy community. There are a number of Food Charters already in existence, in Canada and around the world. Charters typically emerge from public consultations and discussion groups where a wide range of stakeholders express their needs, concerns and visions for the food system where they live, including those aspects of the food system that might be located elsewhere and brought in through regional, national or global food distribution systems.

Examples of cities and communities in BC and across Canada that have adopted food charters include Vancouver, Toronto, Kaslo, Kamloops & Cowichan. Each community has had its distinct approach, but all have the effect of placing attention on the importance of rebuilding a local food economy. Charters can lead to such things as the establishment of food policy councils and community food system planning which lights the way for this transformation.

The Squamish Food Charter builds on the District's current Official Community Plan commitment to "promote local food production and agricultural opportunities" by expanding on the vision, principles and possible actions that such a commitment may entail.

The charter offers an opening to talk to one another about food: what we eat, where it comes from, who grew it, and how we can ensure that everyone in our community has access to the food they need for a healthy life. The charter focuses our attention: what is important about food? How can a community best express its commitment to eradicate hunger? How can a community, endowed as Squamish is with good land and knowledgeable farmers, best make use of those gifts and ensure that bounty for our children and their children?

At a time when food security, affordability and concerns about how to feed a growing population from an increasingly degraded resource base are at a high not seen since the Second World War, it is an opportune time to turn the interest and energy evident in Squamish towards building a vibrant, locally-rooted, healthy and sustainable food system for all those who live here.

## The History

- The idea came to CAN when the SMART funding did. Karen Clarke showed us an example of the Cowichan food charter as an example.
- The first draft was finished just before our last foodie meeting on Oct 28th. The charter was drafted by example; Vancouver, Cowichan, Kaslo, Toronto and others were all reviewed.
- The Foodie Group in October was the first public viewing.
- The charter was then opened up to the community for comment. Squamish CAN had the charter on its website ([squamishcan.net](http://squamishcan.net)), about a dozen people responded with comments.
- The final draft of the charter was created by consulting approximately 40 different stakeholder groups and individual community members. Including the Public Health Dietician, Squamish Nation, Squamish Business Association, Squamish Farmers Market and Squamish Helping Hands Society, and many other passionate individuals.
- We spoke with various councilors about the charter before presenting at a council meeting.
- We participated and spoke at community events about the charter to share about the importance and impact it has on all community members.
- The charter was brought to Council in 2011 with the intention of getting it endorsed by the District of Squamish. They endorsed it as a Squamish CAN initiative; therefore we were not successful in achieving our goal.
- In July 2015, the charter was brought forward to council again. It was officially endorsed as a District of Squamish Food charter.
- In November 2015 the Squamish Food Policy Council was created to further establish municipal food policy in Squamish.

# Community Food Assessment Guide





***Prepared for Lydia Drasic  
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***The Community Food Assessment  
Guide is a project of the Community  
Food Action Initiative - a collaboration  
of the British Columbia Ministry of  
Health and six Health Authorities.***

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## Table of Contents

|   |    |
|---|----|
| 1.0 Introduction  | 4  |
| 1.1 Purpose of the Guide  | 4  |
| 1.2 Materials and Resources Used                                | 4  |
| 2.0 What is a Community Food Assessment and Why?                | 5  |
| 2.1 What is a Community Food Assessment?                        | 5  |
| 2.2 Why Do a Community Food Assessment?                         | 6  |
| 3.0 What is community food security?                            | 7  |
| 3.1 Definition of Community Food Security                       | 7  |
| 3.2 Community Food Security Continuum                           | 7  |
| 4.0 Key Elements to Get Started                                 | 8  |
| 4.1 Clarify the Purpose and Scope                               | 8  |
| 4.2 Identify Key Players – Establish Core Team and Key Partners | 10 |
| 4.3 Determine Nature of Community Involvement                   | 11 |
| 5.0 Key Processes in Community Food Assessment                  | 13 |
| 5.1 Environmental Scan  | 13 |
| 5.2 Asset and Gap Analysis                                      | 16 |
| 5.3 Community Priority Setting                                  | 17 |
| 5.4 Recommendations for Proposed Action                         | 18 |
| 5.5 Plan of Action and Outcome Measures                         | 18 |
| 5.6 Implementation  | 22 |
| 6.0 Sample Methodologies  | 23 |
| Appendix  | 24 |

## 1.0 Introduction

### 1.1 Purpose of the Guide

The purpose of the CFAI Community Food Assessment Guide is to provide a planning tool to assist Health Authorities and community organizations in BC wishing to undertake a community food assessment in their region or community.



This guide has been developed within a health context for the Community Food Action Initiative, which is a collaborative effort of the BC Ministry of Health, Provincial Health Services Authority and five regional health authorities. It addresses requirements outlined in the BC Ministry of Health Core Food Security Program and reflects experience and expertise of the regional health authorities.

More specifically the aims of this guide are to:

- Clarify the purpose of a community food assessment - what it is and why conduct an assessment
- Identify the key elements and processes of a community food assessment.
- Provide tools to assist those who are conducting community food assessments to ensure effective and efficient methods are used.

### 1.2 Materials and Resources Used

This guide is based on:

- The experience of Health Authorities and communities in BC that have conducted community food assessments.
- Selected references from BC and other jurisdictions in Canada and the US that are directly related to a key process or methodology recommended in this guide.

See Appendix for a list of materials and resources drawn from to develop the common elements identified in this guide.



## 2.0 What is a Community Food Assessment and Why?

### 2.1 What is a Community Food Assessment?

A community food assessment is a participatory and collaborative process that examines a broad range of food-related issues and resources in order to inform actions to improve community food security. (See definition of community food security Section 3.)

Experience in BC and in other jurisdictions has shown that conducting community food assessments result in many positive changes in the food security system.



It is important to distinguish an assessment from other forms of analysis such as research, review, or evaluation.

An assessment is a critical analysis of information for the purposes of guiding decisions on complex, public issues. A key characteristic is that it involves stakeholders to ensure shared ownership of the process and results. It is conducted through an open and transparent process.

A community food assessment includes the following types of strategies:

- **Discover** - Identify the community's current resources and assets.
- **Dream** - Envision the desired future.
- **Design** - Identify priorities and develop strategies to achieve the vision. Action plans may be developed as part of the assessment process or funding approval could be obtained prior to the development of concrete actions plans.
- **Deliver** - Implement approved action plans, monitor and celebrate success.

More specifically, there is general agreement that Community Food Assessments include the following key elements<sup>1</sup>:

#### Key Elements of a Community Food Assessment

- Examines a range of food system issues.
- Involves a broad diversity of stakeholders, e.g., public, private, nonprofit sectors.

<sup>1</sup> What's Cooking in Your Food System: A Guide to Community Food Assessment (2002), written by Kami Pothukuchi, Hugh Joseph, Hannah Burton and Andy Fisher, page 15. Published by Community Food Security Coalition, Venice California. [www.foodsecurity.org](http://www.foodsecurity.org)

- Builds capacity by engaging the community in meaningful ways.
- Uses participatory and collaborative processes.
- Focuses on community assets/strengths as well as gaps and issues regarding food security.
- Uses a variety of methods to collect information.
- Is completed in a reasonable timeframe.
- Fosters awareness and understanding of the community and its food system.
- Contributes to specific actions to bring about positive change by the diversity of stakeholders in the community's food system.

## 2.2 Why Do a Community Food Assessment?

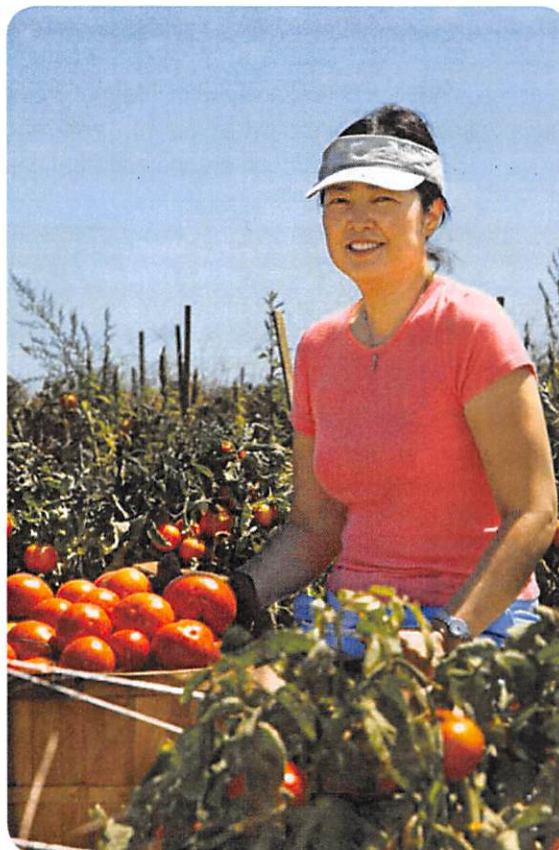
The ultimate reason for doing a community food assessment is to inform decision-making. This is done in a collaborative way that focuses on community assets. The process reveals where important changes in the community's food system and policies can lead to improved health of the community and the population.

Conducting a community food assessment can lead to important outcomes – both expected and unexpected and can generate multiple benefits<sup>2</sup>:

### Benefits of a Community Food Assessment

A Community Food Assessment can lead to:

- Improved program development and coordination.
- Positive change in public policy affecting the food system.
- Greater awareness and understanding of food-related issues.
- Development of new and stronger networks and partnerships.
- Increased community participation in shaping the food system.
- Addressing gaps in the community food security system.
- Enhancing community capacity.
- Sustainability of the community food system.



<sup>2</sup> Ibid page 16

## 3.0 What is community food security?

### 3.1 Definition of Community Food Security

The following is a widely accepted definition<sup>3</sup> of community food security adapted from M.W. Hamm and A.C. Bellows<sup>4</sup>:

“Community food security exists when all citizens obtain safe, personally acceptable, nutritious diet through a sustainable food system that maximizes healthy choices, community self-reliance and equal access for everyone.”

### 3.2 Community Food Security Continuum

Food security is a broad, complex issue that is more effectively addressed from a community rather than an individual perspective. Individual or household food insecurity is only one part of the larger context which includes the economic, social and food systems, food policies, food culture, and the engagement of community in shaping the context.

It is useful to consider food security along a continuum. This illustrates stages of food security beginning with practices that provide short-term relief and moving toward redesigning the food and other systems.<sup>5</sup>

Communities can have all three stages happening at the same time.

#### Stage 1 – Short-term Relief (efficiency)

Short-term relief includes emergency/charitable food programs such as food banks and soup kitchens that primarily address immediate hunger.

#### Stage 2 – Capacity-building (transitional)

Capacity-building food programs, such as community kitchens and community gardens, have the potential to empower participants through education and training, and help raise awareness of food issues.

#### Stage 3 – Redesign (systemic)

Redesign of the food system, through food policy councils, implementation of food policies, social enterprises and social advocacy to address poverty, deals with the shortcomings of both the charitable and community food programs and is aimed at improving the economic, ecological and social sustainability of the food system.

<sup>3</sup> This definition was accepted by the BC Public Health Alliance on Food Security stakeholders in preparing the initial Proposal for the Community Food Action Initiative for the BC Ministry of Health, May 2005.

<sup>4</sup> Bellow, A. and Hamm, M. (2003) International effects on and inspiration for community food security policies and practices in the USA, *Critical Public Health*, 12 (2): 107-123

<sup>5</sup> Kalina, L. (2001) *Building Food Security in Canada from Hunger to Sustainable Food Systems: A community Guide*. Kamloops, BC.

## 4.0 Key Elements to Get Started

The following are the three key elements that need to be considered at the start of a Community Food Assessment:

- Clarify the purpose and scope
- Identify key partners, and
- Determine nature of community involvement

### 4.1 Clarify the Purpose and Scope

A first critical step is to clarify the purpose and scope of the community food assessment. It is important to determine what budget is available to conduct the assessment. Clarifying purpose, scope and budget early in the process will help shape the assessment. More specifically, to get started, consider the following:

- Why is the assessment being done? What is to be achieved by conducting the assessment? What are the specific goals and objectives of the assessment?
- Next determine how comprehensive the community food assessment should be. Defining the magnitude of the community food assessment will assist in determining the extent of the research to be undertaken – what information will need to be collected and who should be involved?
- Identify the funds and other resources available and determine the overall budget. The availability of budget and resources to conduct the assessment may impact the scope of the assessment.
- How quickly the assessment needs to be done can also be a factor in determining scope.



Identified below is a menu outlining key questions and considerations for clarifying the purpose and scope of the community food assessment.

Whether a Health Authority, a community or an organization is leading the community food assessment, the following is important to consider:

## MENU - Purpose and Scope of the Community Food Assessment

| Questions  | Considerations  |
|--|---|
| <p>1. Is the assessment to be broad or focused?</p> <p><i>More specifically</i>, is the assessment to provide a broad picture of the food system or is it to focus on specific aspects of the food system such as: food access – availability and affordability, food production, food manufacturing, etc.</p> | <p>A broad assessment would look at all aspects of the community food system and address a wide range of opportunities and questions.</p> <p>How broad the assessment is to be will help determine which public, private and non profit groups and decision-makers should be involved.</p> <p>It will also determine what information will need to be collected.</p> <p>If there are specific concerns that decision-makers wish to address, then the assessment could be more focused.</p> <p>A focused assessment can choose a number of key opportunities and limit the questions to be addressed.</p> <p>Funds available may determine the scope of the assessment.</p> |
| <p>2. Is this assessment creating an initial baseline?</p> <p>It is important to have a process for follow-up/monitoring assessment.</p>   | <p>If this is an initial assessment and is intended to provide a baseline for future comparison, it may need to be more comprehensive in the type of data collected.</p> <p>A follow-up assessment should build on previous information collected and work completed previously, to look for changes and improvements.</p>  |
| <p>3. What are the geographical boundaries of the assessment?</p> <p><i>More specifically</i>, is this assessment regional (more than one community) or based in a single community?</p>   | <p>The selection of geographic boundaries will influence:</p> <ul style="list-style-type: none"> <li>■ what relevant data are already available,</li> <li>■ who the key decision-makers are, and</li> <li>■ who needs to be involved in the community assessment process.</li> </ul>  |
| <p>4. Is the assessment to be conducted in an urban or rural setting or both?</p>  | <p>Conducting a community food assessment in large urban areas is complex. Clearly identify who from the many diverse stakeholders should be involved.</p> <p>Establish a process for setting priorities from the start. This will help address competing interests and clarify common goals.</p> <p>In rural settings, involving key stakeholders from the start and establishing a process for priority setting are equally essential and may be more readily achievable. However distances and access to resources may pose challenges and need to be addressed in advance.</p>  |
| <p>5. Is the assessment to address specific target populations?</p> <p><i>More specifically</i>, is there a focus on vulnerable populations e.g., new immigrants, Aboriginal communities, low income, etc.?</p>  | <p>Consider how best to include special or target populations in the process.</p> <p>Identify assets and gaps relevant to each special or target population.</p>  |



| Questions   | Considerations   |
|---|--|
| <p>6. If relevant, consider the following:</p> <p>6a. Does the assessment address the specific objectives of the Community Food Action Initiative* i.e.,</p> <ul style="list-style-type: none"> <li>■ Awareness about food security</li> <li>■ Access to local healthy foods</li> <li>■ Food Knowledge and Skills</li> <li>■ Community capacity to address local food security</li> <li>■ Development and use of policy that supports community food security</li> </ul> <p>6b. Is the assessment to cover the core aspects of food security identified in the BC Ministry of Health Food Security Core Program paper**: Food Policy; Programs and Services (including capacity-building); Promotion and Awareness; and Evaluation.</p> | <p>If funding is being provided by the Community Food Action Initiative (CFAI), then the assessment and any follow up should be able to demonstrate how these objectives are being addressed.</p> <p>Both Health Authorities and communities conducting Community Food Assessments will be interested in ensuring these areas are addressed.</p> |

\* Community Food Action Initiative Proposal by BC Public Health Alliance on Food Security, prepared for the BC Ministry of Health, May 2005.

\*\* Model Core Program Paper: Food Security, Population Health and Wellness, BC Ministry of Health, June, 2006.

## 4.2 Identify Key Players – Establish Core Team and Key Partners

The next step is to establish the core team and identify key partners. Involving the right people is critical to a successful community food assessment.

It is important to identify the following:

- A lead person who will coordinate the community assessment – one who is respected and trusted by the core team.
- A steering or advisory committee that provides overall direction for the assessment. This committee could include:
  - representatives from groups that may be affected by the assessment
  - those involved in providing information for the assessment
  - a number of key community leaders that have decision-making authority or can influence decision-makers.
  - representatives from the community.
- A small core team that is responsible for carrying out the assessment. Select team members who have the specific skills to conduct the assessment or, if funding and expertise is available, assistance from an outside researcher/consultant would be helpful.
- Other key partners, who will actively participate in identifying needs and in taking specific actions in implementing the outcomes of the assessment, could be identified by the core team. Depending on the

nature of the assessment, this could include key individuals from organizations who represent the stages of the Food Security Continuum, municipal or regional planners, municipal council members, government ministry representatives (e.g., Agriculture and Lands, Education, Child and Family Development), producers/growers and retailers.

- Ensure a database of key contacts is maintained to support ongoing communication and future involvement.

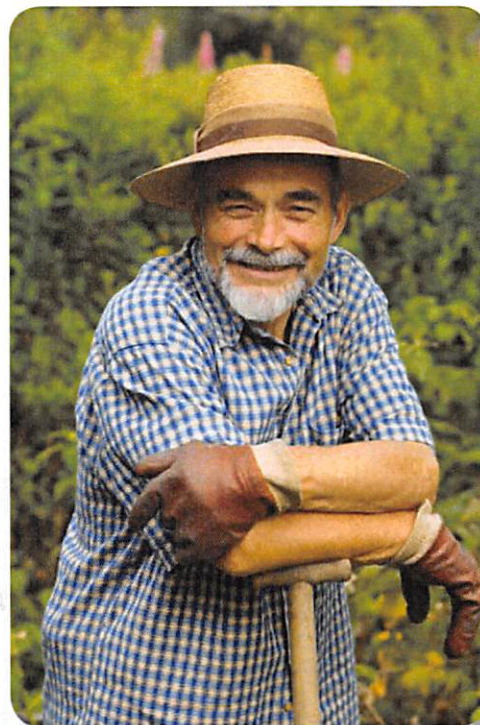
The Community Food Assessment is the beginning of positive change in a community. The more key people and relevant organizations that are included in the development, the more likely sustainable actions and change will occur.

### 4.3 Determine Nature of Community Involvement

Engaging the community<sup>6</sup> from the start is critical to ensure that the focus, the overall process and the results of the assessment address community needs and support participants' involvement in informed priority setting.<sup>7</sup> Involving community from the start fosters trust, inclusiveness and shared ownership of the process and results.

A number of key principles to ensure meaningful participation when designing your Community Food Assessment process include<sup>8</sup> :

- Agreed upon facilitator that is recognized and respected. (This does not need to be a paid position.)
- Participation is an ongoing process of learning and developing.
- Effective participation requires a planned process where agreement is reached among stakeholders on the level of participation that is appropriate.
- People will only be involved if they understand each other, gain confidence to participate, and can see some point to it.
- Participation involves agreeing upon outcomes and methods to achieve agreed to outcomes.



Meaningful participation takes time. Take the time to develop relationships of the people involved. It is important to understand their perspectives and what brought them to the group to support meaningful participation.

<sup>6</sup> Community can be defined geographically, by target population or by common needs and interests.

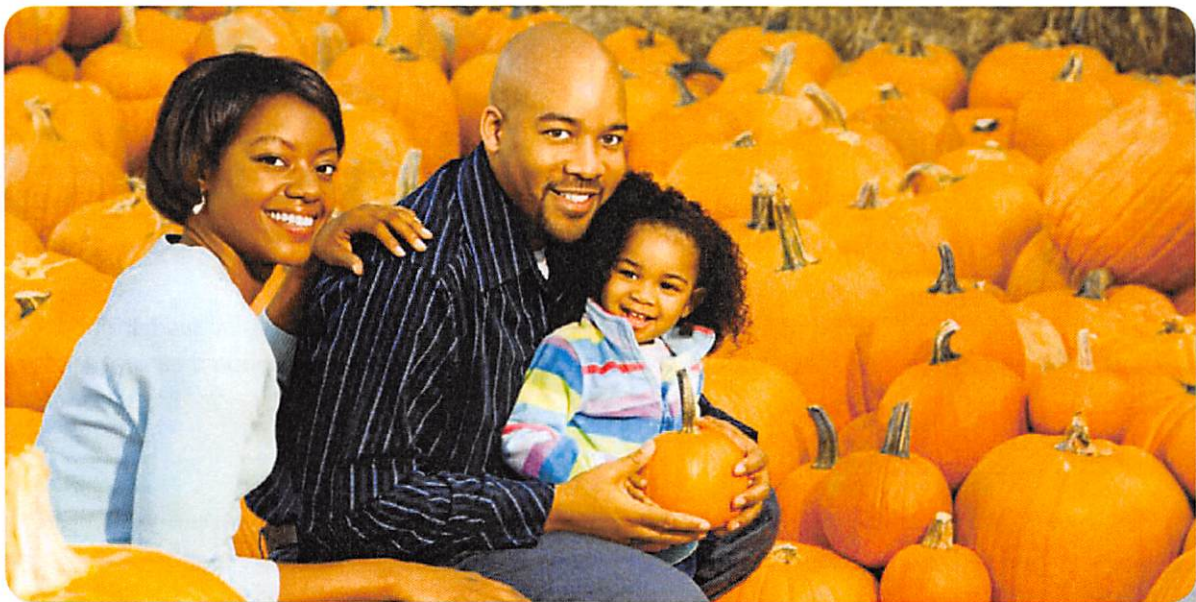
<sup>7</sup> Thought About Food? A series of occasional papers by the Food Project. Issue Number 1- Food Security, Food Policy and Public Participation by Kenton Lobe, April, 2005.

<sup>8</sup> What's Cooking in Your Food System: A Guide to Community Food Assessment, written by Kami Pothukuchi, Hugh Joseph, Hannah Burton and Andy Fisher, Page 44.

See the checklist below for key considerations in enhancing community involvement in the community food assessment process.

### Checklist for Community Involvement in Community Food Assessments

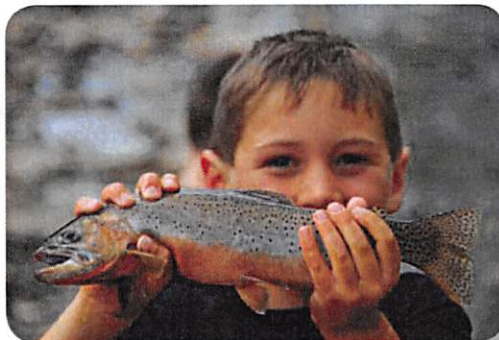
- Identify the communities to be involved on a geographical basis, by target group or by common interest. If a food policy council exists in the community or region, this group should be involved in the process.
- Identify key community leaders and decision makers. This may require one-on-one outreach to facilitate their involvement. Engage the help of trusted colleagues.
- Establish a relationship with the media, where appropriate, to assist with raising awareness and communicating with the community. Ensure you have key messages prepared.
- Select a number of key community leaders and decision makers to be involved on the Community Assessment Steering Committee.
- Reach out to relevant groups and organizations in the community and region, engage them in dialogue and determine how they wish to be involved in the process.
- Raise awareness and provide information to the general community about the community food assessment process being undertaken.
- Hold focus group sessions and public meetings early in the process to understand community members' issues and interests, and to identify assets and gaps related to the assessment.
- Ensure community representatives are informed about research evidence and the data available. This is more than just providing information. This requires two-way communication between the community and the assessment team throughout the process.
- Engage community members in a public forum to address priority setting. This will be a more informed session given the ongoing community involvement from the earliest stages.



## 5.0 Key Processes in Community Food Assessment

The key steps in the Community Food Assessment process are:

- The Environmental Scan
- Assets and Gap Analysis
- Community Priority Setting
- Recommendations for Proposed Action
- Plan of Action including agreed-to outcome measures
- Implementation



Note: An Action Plan can be developed as part of the Community Food Assessment process and included in the final report. Or, you may not wish to develop an Action Plan until after agreement has been reached to fund the priorities identified. At this later stage, a detailed action plan can be developed that will be relevant and useful to guide implementation based on funding priorities and realities.

### 5.1 Environmental Scan

The overall purpose of conducting an environmental scan is to identify key variables that will offer opportunities to improve community food security and population health. More specifically, it involves:

- Identifying how the context (economic, social, cultural demographic, environmental, the local food system and related food policies) contributes to community food security. The type of information and data collected will be dependent upon the scope of the assessment – e.g., broad or focused.
- Creating an inventory of existing services and resources related to food security, or the particular aspect of food security being assessed. Be specific about the type of information that you want included about these services and resources.

It is recommended that a number of different methodologies be used to collect information for the environmental scan and that a number of key data sources be used. See section 6.0 on Sample Methodologies.

Identified below is a chart outlining the key trends and types of information that could be considered in the environmental scan.<sup>9</sup>

### Environmental Scan

| Trends  | Type of Information – key examples   |
|---|--|
| <p><b>Demographic</b></p> <p>Consider what demographic changes are occurring or anticipated in your community or region that could influence community food security.</p> | <p>Percentage of:</p> <ul style="list-style-type: none"> <li>■ women-led families</li> <li>■ school-aged children</li> <li>■ aboriginal people</li> <li>■ different multicultural groups</li> <li>■ new immigrants – (immigration and emigration rates)</li> <li>■ families</li> <li>■ parenting youth</li> <li>■ seniors</li> </ul> <p>Childbearing rates</p> <p>Level of education - percentage of population aged 20 years and above who do not have grade 9 completion.</p>                            |
| <p><b>Economic</b></p> <p>Consider data that will demonstrate the degree of economic vulnerability in your community or region.</p>                                       | <ul style="list-style-type: none"> <li>■ Income differences of consumers</li> <li>■ Median annual family income</li> <li>■ Percentage of families living below the Low Income Cut off (LICO)</li> <li>■ Unemployment rates</li> <li>■ Social assistance rates</li> <li>■ # of homeless</li> <li>■ Percentage of income spent on food</li> <li>■ Percentage of households that spend more than 30% of income on shelter</li> </ul> <p>Cost of healthy food*, in particular fresh fruits and vegetables.</p> |

<sup>9</sup> For trends, see Community Food Assessment Guide for Regional Health Authorities in British Columbia, produced by FORC for the Provincial Health Authority, November, 2006. Trends also based on important elements identified by Vancouver Coast Health in their CFAI funding agreements with community groups.

| Trends   | Type of Information – key examples   |
|--|--|
| <p><b>Community Food Production</b></p> <p>Consider what changes are occurring or anticipated that could impact local food production.</p>   | <ul style="list-style-type: none"> <li>■ Number of farms</li> <li>■ Availability/affordability of agricultural land</li> <li>■ Farming employment and income</li> <li>■ Agriculture land use</li> <li>■ Agri-food organizations and programs</li> <li>■ Availability of local food</li> <li>■ Hunting and Gathering</li> <li>■ Key regulations governing food production</li> </ul>  |
| <p><b>Food Access and Distribution Network</b></p> <p>Consider factors that influence fluctuations in availability and distribution of nutritious food.</p> <p>Consider the different elements and programs that influence the ability of different people to access food in your community or region.</p> | <ul style="list-style-type: none"> <li>■ Wholesalers</li> <li>■ Retailers</li> <li>■ Restaurants</li> <li>■ Alternative retailers such as co-ops, farmers markets</li> <li>■ Local Food sources – grocery and convenience stores, etc.</li> <li>■ Charitable Food Sector – Emergency/ short term food relief</li> <li>■ Community food programs</li> <li>■ Food policy, and food system redesign.</li> <li>■ See also Section 5.2</li> </ul> |
| <p><b>Health</b></p> <p>Consider in what ways population health and, in particular, diet-related health status is changing in your community or region.</p>  | <ul style="list-style-type: none"> <li>■ Prevalence of dietary-related diseases, e.g., rates of chronic diseases, mental health</li> <li>■ Mortality from dietary-related disease</li> <li>■ Rates of obesity/overweight</li> <li>■ Per cent low birthweight</li> </ul>  |
| <p><b>Social/cultural</b></p> <p>Consider social and cultural factors that impact community food security.</p>   | <ul style="list-style-type: none"> <li>■ Accessibility of Transportation</li> <li>■ Values placed on healthy eating</li> <li>■ Food and nutrition buying habits</li> <li>■ Availability of culturally relevant and/or traditional food</li> </ul>  |

\* Cost of Eating in BC Annual Report 2006. Dietitians of Canada

## 5.2 Asset and Gap Analysis

This phase involves assessing the available information on:

- The needs of the target population(s)
- Strengths and assets within the community, region and within existing programs and services supporting food security
- Gaps in programs, services, policies, structures, community capacity, etc.

The key information sources for this step of the process include review of existing documentation, mapping of current services and programs and direct input not only from service providers and administrators or community leaders but also from community members themselves. As indicated, it is critical to engage community members in workshops and focus groups to assist in identifying assets and gaps. See Section 3 - Checklist for Community Involvement in Community Food Assessments and Section 6.0 Sample Methodologies.

The chart below outlines the type of assets and gaps to consider.

### Asset and Gap Analysis

| Type   | Key Examples  |
|--|---|
| <p><b>Short-term relief</b><br/>Programs providing food to relieve hunger</p>  | <ul style="list-style-type: none"> <li>■ Food banks</li> <li>■ Soup kitchens</li> <li>■ Meals on wheels</li> <li>■ Good Food Box</li> <li>■ Drop-in programs that serve food</li> <li>■ School meal programs</li> </ul>   |
| <p><b>Capacity-building</b><br/>Programs developed in the community by the community to improve the availability and access to nutritious food.</p>                  | <ul style="list-style-type: none"> <li>■ Community gardens</li> <li>■ Community kitchens</li> <li>■ Farmers markets</li> <li>■ Family gardens</li> <li>■ Community garden</li> <li>■ Educational and awareness programs</li> </ul>  |
| <p><b>Redesign</b><br/>Actions designed to enhance the community food system, integrating key elements and improving the potential for long term sustainability.</p> | <ul style="list-style-type: none"> <li>■ Food policy councils and other food security coordinating bodies</li> <li>■ Food policies e.g., in schools, hospitals, municipal government,</li> <li>■ Food system re-design to increase availability of fresh local fruits and vegetables</li> <li>■ Food sector community economic development/social enterprises.</li> </ul> |

## 5.3 Community Priority Setting

This phase involves presenting the results of the environmental scan and asset and gap analysis to the community and engaging the community in identifying the key priorities to improve community food security.

As indicated, to have meaningful involvement at this stage requires informing and engaging the community during the entire process. See Section 4.3 Checklist for Community Involvement in Community Food Assessments.

It is also important to involve key decision-makers in order to be able to influence decisions about community food security and food policy. To influence decision-making, ensure you know<sup>10</sup>:

- Your issues
- What you want to achieve – your specific goals and objectives
- The decision-making and policy process
- The decision-makers and policy makers
- The right stakeholders to engage to influence decision
- The correct timing for introducing change



### Helpful Hints regarding Community Priority Setting

- Involve community stakeholders at the start of the process.
- Understand how the different stakeholders define success.
- Ensure that a process for priority setting is agreed to from the start.
- Keep the key decision-makers and community members informed and engaged throughout the process.
- Ensure evidence-based information is readily accessible to all key stakeholders.
- Align desired results with the agreed to purpose and scope of the community food assessment and the relevant objectives of CFAI and the BC Ministry of Health Food Security Core Program.
- Have the priority setting session facilitated by an independent facilitator with no vested interest.

<sup>10</sup> Based on ideas from - Thought About Food: A Workbook on Food Security and Influencing Policy Draft Edition Developed by the Food Security Projects of the Nova Scotia Nutrition Council and the Atlantic Health Promotion Research Centre.



## 5.4 Recommendations for Proposed Action

This phase of the process focuses on the identification of priority actions to be taken and results to be achieved, drawn from the environmental scan, asset and gap analysis and the priority setting process.

The Community Food Assessment Steering Committee has an important role to play in shaping and supporting recommendations for priority action.

Recommendations should incorporate solutions that address:

- short-term concerns
- capacity building requirements
- system redesign that targets underlying social, economic or political causes of food security.

The recommendations should be sufficiently specific to guide the development of the action plan and to clearly identify the critical desired outcomes and indicators of success.

Recommended outcomes should be aligned with Health Authorities Food Security Performance Improvement Plan, CFAI objectives, BC Ministry of Health Food Security Core Program and other current provincial or regional healthy eating strategies.

Seek formal approval of the Community Food Assessment and its findings and recommendations. Health Authorities would seek approval from their Executive Committee; while community groups would seek approval from organizational and municipal leaders and from their Regional Health Authority. Ideally, if the process has been iterative and has involved key decision-makers from the start, the community food assessment should be readily received and approved.

Note: In many situations, the action plan is part of the overall community food assessment. In other situations, once there is an agreement about funding priorities, a detailed action plan with agreed to outcomes and indicators of success can be developed.

## 5.5 Plan of Action and Outcome Measures

Develop an action plan based on the results of this process. The action plan should include an outcome measurement framework<sup>11</sup> which identifies inputs, activities, outputs and related outcomes and indicators of



<sup>11</sup> Splash & Ripple. Using Outcomes to Design and Guide Community Work. Produced and written by PLAN:NET LIMITED, Calgary. Philip Cox, Sherry Kozak, Louise Griep, and Lisa Moffat.

success. The action plan should also include identification of timeframes, resources and responsibilities. See templates below for developing an Outcome Measurement Framework and Action Plan.

### Outcome Measurement Framework

| Inputs                                | Activities   | Outputs                  | Outcomes                                | Indicators  | Source of Information                                      | Methods/frequency   | Responsibility  |
|---------------------------------------|--|--------------------------|---|---|--|---|---|
| Resources you need to create the plan | What activities you need to carry out to create change | The project deliverables | Short-term<br>Intermediate<br>Long-term | Measures of success – which indicate whether your outcomes have been achieved | Where information is to be obtained to measure the outcome | What methods are to be used to obtain the information and how often | Who will be responsible for collecting this information |

### Action Plan Template

| Activity   | Actions to be taken                | Timeframe                | Resources Needed         | Responsibility   |
|--|------------------------------------|--------------------------|--------------------------|--|
| Agreed to activities stemming from the Outcome Measurement Framework | Specific actions to be carried out | Specify completion dates | Budget<br>Staff<br>Space | Who is responsible for carrying out the activities and for results |

### Outcomes and Indicators for Community Food Security

A number of key outcomes and indicators have been identified for community food security and should be considered in the community food assessment. Key indicators to be considered by Health Authorities and communities in BC can be drawn from current work, in particular from the following references<sup>12</sup>:

- Model Core Program Paper: Food Security, BC Ministry of Health, June, 2006 (see pages 18, 19 and 20; chart on page 29).
- Reports on the Community Food Assessments completed by the BC Regional Health Authorities and their communities.
- Food Security - Performance Improvement Plans completed by each Health Authorities to meet the BC Ministry of Health Core Program for Food Security requirements.
- Making the Connection: Food Security and Public Health, Community Nutrition Council of BC, June 2004 (page 31 and 32).

<sup>12</sup> These documents are available through the BC Ministry of Health's website <http://www.gov.bc.ca/health/> or through BC Regional Health Authority websites [www.healthservices.gov.bc.ca/socsec/](http://www.healthservices.gov.bc.ca/socsec/) or by contacting the Provincial Health Services Authority Community Food Action Initiative.


- Key outcomes identified for Community Food Action Initiative Evaluation under the auspices of the Provincial Health Services Authority.

For easy reference to common outcomes and indicators, see chart below.

### Community Food Assessment – Outcomes and Indicators

| Outcome Category                      | Examples of Key Indicators   |
|---------------------------------------|--|
| Food Security Policy                  | Establishment and implementation of a health authority food policy plan <ul style="list-style-type: none"> <li>■ % organizations and communities that have implemented healthy food policies</li> <li>■ % of communities with intersectoral food councils</li> <li>■ % of communities with a food security needs and assets assessment</li> <li>■ % of hospitals, long term care and schools districts with a healthy food policy</li> </ul> |
| Food Security Programs and Services   | Establishment and implementation of a health authority food action plan for the delivery of food security programs and services <ul style="list-style-type: none"> <li>■ % of organizations and communities that have completed a food action plan</li> <li>■ % of hospitals, long term care and schools districts with a food action plan</li> </ul>  |
| Food Security Education and Awareness | Existence of a health authority communication strategy and plan <ul style="list-style-type: none"> <li>■ % of people who indicate an awareness and understanding about community food security</li> <li>■ % of people knowledgeable about local healthy food sources</li> </ul>  |



| Outcome Category  | Examples of Key Indicators   |
|---|--|
| Surveillance, Monitoring and Evaluation of Food Security  | <p>A.</p> <ul style="list-style-type: none"> <li>■ Health Authorities have an evaluation framework for food security programs</li> <li>■ Baseline data are available</li> <li>■ Health authorities and communities have an ongoing process for collecting and monitoring surveillance data</li> </ul> <p>B.</p> <p>Population-based Indicators to assist in surveillance and monitoring include:</p> <ul style="list-style-type: none"> <li>■ Proportion of the population that experience food insecurity, e.g.                             <ul style="list-style-type: none"> <li>■ % of people indicating they ran out of or skipped meals due to a lack of food in the past month*</li> <li>■ % of people indicating they did not have sufficient funds to buy food in the past month**</li> <li>■ Number of people (over 15 years of age) using food banks more than once a year***</li> </ul> </li> <li>■ Percentage of the population at risk for hunger and a lack of food security, e.g., % of people living under the poverty line****</li> <li>■ Affordability of healthy foods – the annual cost of a nutritious food basket in BC*****</li> <li>■ Proportion of the population that has healthy food</li> <li>■ Patterns of chronic disease linked to a lack of food security. e.g., prevalence of cardiovascular disease, diabetes, obesity, # low birthweight babies per 1000 births</li> </ul> |
|    |  |
| <p><b>Short Term Outcomes</b></p> <p>Increased availability of affordable healthy locally produced foods</p> <p>Improved local healthy buying practices</p> <p>Increased consumption of affordable healthy locally produced foods</p> |  |
| <p><b>Long Term Outcomes</b></p> <p>Increased food security of the population of BC</p> <p>Improved population health</p>   |  |

\* Canadian Community Healthy Survey (CCHS)

\*\* ibid

\*\*\* The Canadian Association of Food Banks produces an annual report titled "Hunger Count"

\*\*\*\* Statistics Canada Low-Income Cutoff data

\*\*\*\*\* "The Cost of Eating in BC", annual reports published by the Dietitians of Canada, BC Region and the Community Nutritionists Council of BC.

## 5.6 Implementation

Once the action plan has been developed and approved, an implementation strategy should be put in place. This includes:

- Identifying who is to be responsible for overseeing the implementation of various aspects of the action plan.
- Setting in motion the actions to be implemented.
- Ensuring actions are monitored and evaluated against the identified success criteria.

The results of the monitoring, surveillance and evaluation will guide the need for further community food assessment activity. As required, the community food assessment process can begin again by determining which outcomes have been achieved and what further information is required, identifying additional outcomes and indicators, collecting information, setting priorities, establishing recommended action, and developing an action plan for ongoing improvement of community food security and population health.



## 6.0 Sample Methodologies

A review of community food assessments conducted to date indicates that there are a number of effective methodologies at each step of the process that should be considered. See chart below on Sample Methodologies and possible data sources.

It is important to:

- Use multiple methods to enhance corroboration of results and include both quantitative and qualitative data.
- Create stories/pictures as part of the qualitative data, to paint a snapshot of community food security that will enrich the quantitative data.
- Capture as much data as possible from secondary sources (information that has already been collected) e.g., existing reports, census data, population health data, reports, mapping, etc.
- Identify appropriate primary sources of data (original information collected) that can be employed within budget restrictions, e.g., surveys, interviews and focus groups.
- Document the methods you use.

| Key Phases   | Possible Methods/Data Sources  |
|--|--|
| Environmental Scan                                       | <ul style="list-style-type: none"> <li>■ Review of existing Health Authority, CFAI and Ministry of Health, Agriculture, Education, Employment and Income Assistance reports</li> <li>■ GIS mapping of existing resources</li> <li>■ Conduct Literature searches</li> <li>■ Review of census data and other population data to develop a population profile</li> <li>■ Review of data from Canadian Community Health survey</li> <li>■ Survey individuals and groups – through email</li> <li>■ Conduct Interviews or focus groups session with key stakeholders</li> </ul> |
| Asset and Gap Analysis                                   | <ul style="list-style-type: none"> <li>■ Review of all data from environmental scan</li> <li>■ Conduct Focus groups</li> <li>■ Engage community through - Community meetings, Public Forum, Open Space dialogue, Future Search, etc.</li> </ul>  |
| Setting priorities                                       | Through public forum, community consultation and engagement (see above) and through special workshop sessions.   |
| Developing an Action Plan and Outcome Measures Framework | Can be developed through a 'Splash and Ripple' model* of outcome management. This model is designed as a way of approaching community or program plans so it is clear how goals and actions are linked to desired change in a community.   |

\* Splash & Ripple. Using Outcomes to Design and Guide Community Work. Produced and written by PLAN:NET LIMITED, Calgary. Philip Cox, Sherry Kozak, Louise Griep, and Lisa Moffat.

## Appendix

### Material and Resources Used to Develop the Guide

A baseline assessment of food security in British Columbia's Capital Region, Capital Region Food and Agricultural Initiatives Roundtable (CR-FAIR), January 2004.

Bella Coola Valley Food Action Plan, Bella Coola Valley Sustainable Agricultural Society, May 2006.

Community Food Action Initiative Proposal by BC Public Health Alliance on Food Security, prepared for the BC Ministry of Health, May 2005.

Community Food Assessment Guide for Regional Health Authorities in British Columbia, report by FORC (C. Miewald, H. Barbolet et al) for PHSA-CFAI November 2006.

Community Food Security Assessment, Health Promotion and Prevention Services, Fraser Health, May 2007.

Community Food Action Initiative Report, Bella Bella.

Community Food Action Initiative – Food on EVERY Table. Final Report by L. Szymanski and K. Sutherland, Sea to Sky Community Services Society for VCH, August 2006.

Food Security Action Initiative Report, report by N. Baker for Sunshine Coast Community Services/VCH, June 2006.

Food Security for All: North Shore System Assessment and Community Food Action Plan, report by SPARC BC for VCH (SMART Fund), August 2006.

Making the Connection: Food Security and Public Health, Community Nutrition Council of BC, June 2004.

Model Core Program Paper: Food Security, Population Health and Wellness, BC Ministry of Health, June, 2006.

Powell River Community Food Action Initiative Report, Powell River Employment Program Society, August 2006.

Richmond Food System Assessment, Environmental Scan & Action Plan, by Coyne and Associates for Richmond Poverty Response Committee/Family Services of Greater Vancouver/VCH, September 2006.

Splash & Ripple. Using Outcomes to Design and Guide Community Work. Produced and written by PLAN:NET LIMITED, Calgary. Philip Cox, Sherry Kozak, Louise Griep, and Lisa Moffat.

Thought About Food: A Workbook on Food Security and Influencing Policy Draft Edition Developed by the Food Security Projects of the Nova Scotia Nutrition Council and the Atlantic Health Promotion Research Centre.

What's Cooking in your Food System? A Guide to Community Food Assessment, 2002, written by Kami Pothukuchi, Hugh Joseph, Hannah Burton, And Andy Fisher, edited by Kai Siedenburg and Kami Pothukuchi, funded by University of California Sustainability Research and Education Program, California Department of Health Services and the California Nutrition Network, with funding support from the national Food Stamp Program, US Department of Agriculture, and the US Department of Agriculture Community Food Projects Competitive Grants Program, published by Community Food Security Coalition, Venice California, [www.foodsecurity.org](http://www.foodsecurity.org)

Vancouver Community Food Action Initiative, Three-Year Action Plan, report by FORC for Vancouver Coastal Health, August, 2006.



## REQUEST FOR DELEGATION

**Board Meeting Date**

2021-02-25

**Name of person or group wishing to appear before the Board of Directors**

Morrison & Hershfield - Todd Baker P. Eng.

**Address**

Suite 310, 4321 Still Creek Drive | Burnaby, BC V5C 6S7

**Number of people attending**

2 via zoom

**Spokesperson Name**

Todd Baker

**Subject of presentation**

Todd will present a summary of the work to date on the Preliminary Landfill Conformance Review, Landfill Lifespan Analysis and Options Analysis for waste export versus continued landfill operation, followed by Q&A session.

**Purpose of presentation**

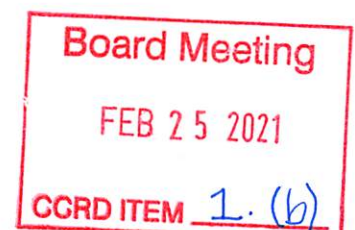
information only

**Will you be providing supporting documentation?**

yes

**If yes:**

PowerPoint presentation







MORRISON HERSHFELD

# Thorsen Creek Landfill Assessment

Central Coast Regional District Board

February 25, 2021

# Project Overview

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## **Current work**

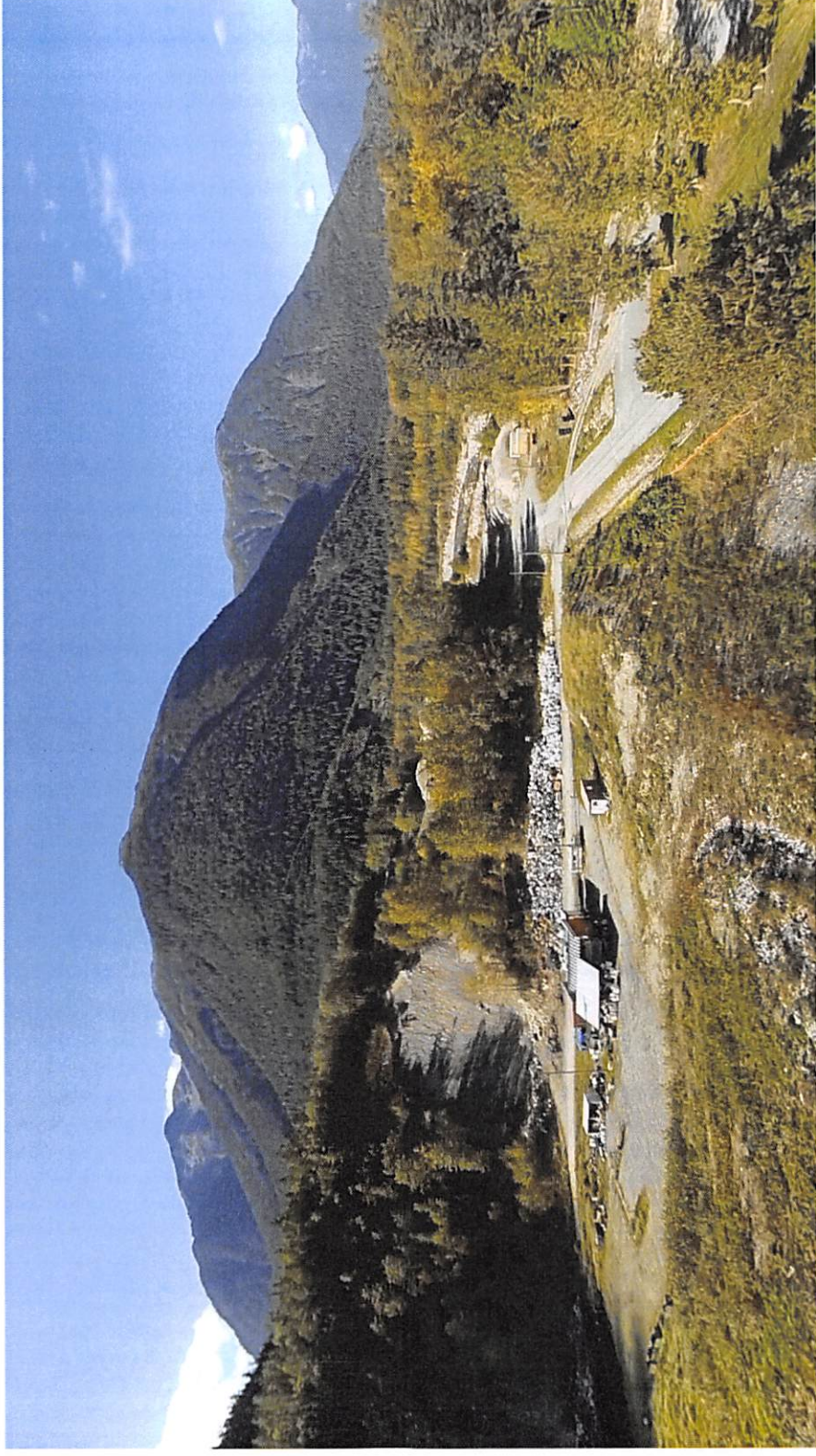
1. Preliminary landfill conformance review
2. Lifespan analysis
3. Options analysis
4. Landfill liability estimate

## **Potential future steps**

5. Update and finalize the landfill conformance review
6. Complete a hydrogeological assessment
7. Develop a Design, Operations and Closure Plan (DOCP)

# Thorsen Creek Landfill

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# Thorsen Creek Landfill

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## Landfill conformance

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- Prepare hydrogeology and hydrology characterization report
  - Prepare design, operations, closure plan
  - Develop plan for environmental monitoring
  - Implement final cover (progressively)
- 
- Would need to address concerns identified in reports / studies

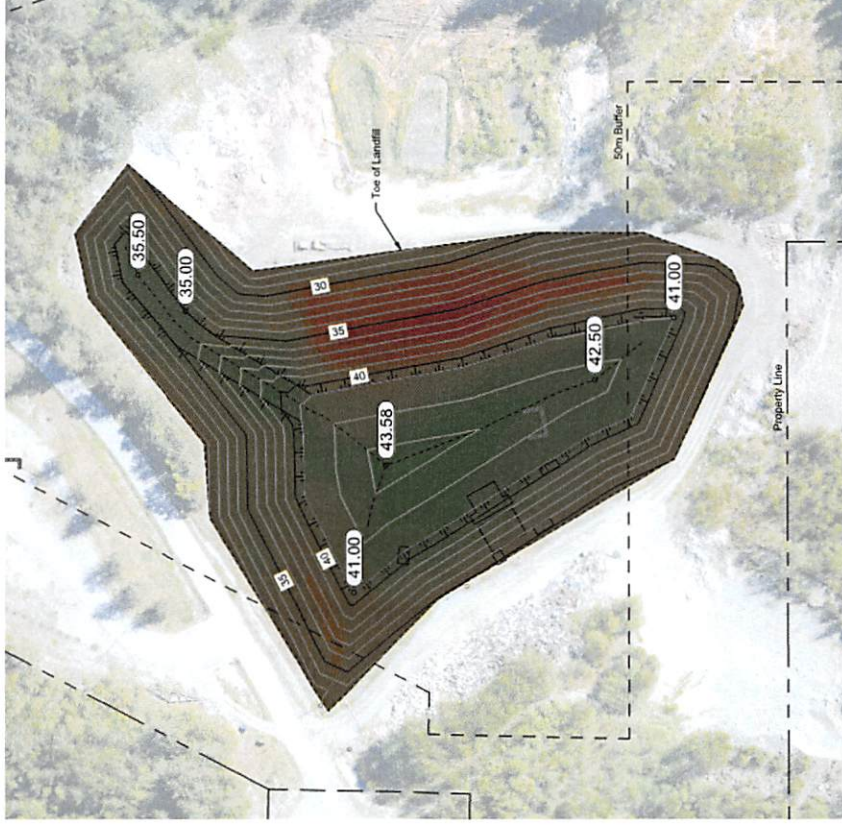
## Lifespan analysis

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- Option 1 – expand within the waste existing footprint
- Option 2 – move toe of waste 15 m to the east
  
- Lifespan analysis
  - Prepare final contour plans
  - Make assumptions on inputs, e.g. waste disposal rate, population
  - Compare available volume to estimated fill rate

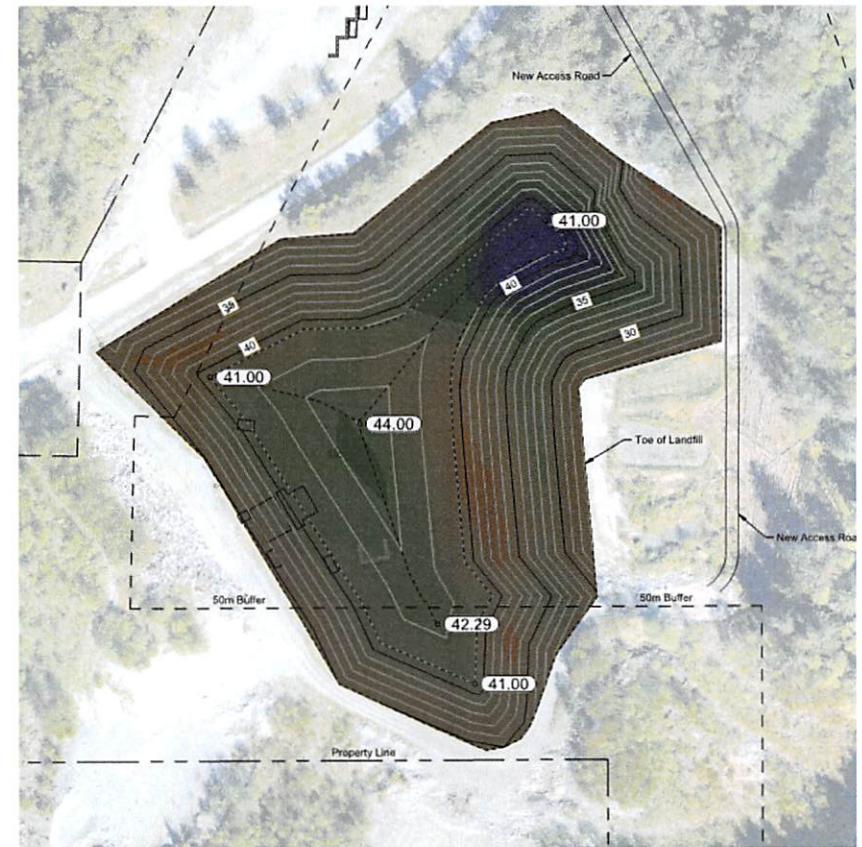
# Option 1

- Capacity is 32,000 m<sup>3</sup>
- Lifespan is 12 years



# Option 2

- Capacity is 75,000 m<sup>3</sup>
- Lifespan is 30 years





## Options analysis

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- Estimate costs of continued operation
  - Landfill upgrades
  - Progressive closure
  - On-going operational costs
  
- Estimate costs of exporting waste
  - Transfer station upgrades
  - Transfer station operating cost
  - Transportation costs
  - Tipping / out-of-region fees

## Cost estimate results

| Cost per Tonne                                  | Estimated Annual Cost | Quantity | Unit  | Total Cost<br>(in 30 years) |
|---|-----------------------|----------|-------|-----------------------------|
| <b>Option 1A - Waste Export to RDMW</b>         |                       |          |       |                             |
| \$1,107   | \$996,000             | 30       | years | \$29,880,000                |
| <b>Option 1B - Waste Export to CRD</b>          |                       |          |       |                             |
| \$516   | \$464,000             | 30       | years | \$13,920,000                |
| <b>Option 2 - Continued Landfill Operations</b> |                       |          |       |                             |
| \$336   | \$302,000             | 30       | years | \$9,060,000                 |

## Sensitivity analysis

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- For waste export assumed:
  - Annual host fee (contribution) of \$50,000 per year
  - Inflated tipping fees of \$200/tonne – full cost of disposal
  
- IF host fee is \$0 and tipping fee \$80/tonne, waste export could be viable
  
- IF host fee is \$0 and tipping fee is \$200/tonne, waste export still more costly

# Options discussion

---

- Waste export
  - CCRD still responsible of Thorsen Creek LF liability
  - Costs depend on another region (no control)
  - Costs could be higher than status quo
  
- Continued landfill operation
  - Likely more cost effective
  - CCRD is in control
  - Continue to utilize a valuable resource
  
- Either option – costs likely to increase

## Landfill liability

- Accounts for closure and post-closure liability costs based on current MOE Landfill Criteria (2016)
- Public sector accounting standard 3270 used for 2020

|  | <b>Option 1<br/>(12 years<br/>remaining life)</b> | <b>Option 2<br/>(30 years<br/>remaining life)</b> |
|--|---|---|
| <b>Capacity Used (as of 2020)</b>                | 76%   | 55%   |
| <b>Total liability at year end (2020)</b>        | \$2,018,095                                       | \$1,416,394                                       |
| <b>Annual expense for the<br/>following year</b> | \$106,359   | \$74,648  |

## Closure costs

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- Final closure of completed slopes required
- Different capping options available
- Costs in accordance with new Landfill Criteria
  - Option 1 – 12 years remaining, \$1,979,000
  - Option 2 – 30 years remaining, \$2,115,000
- IF a lower standard can be justified...
  - Could lower costs by approximately \$400,000
- IF landfill continues to operate, best to spread closure costs over a longer time frame

## Additional considerations / risks

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- Uncertainty with requirements for LF lateral expansion
- Continued operation assumes no environmental impacts
- IF liners and leachate treatment required, costs go way up
- May be possible to relax closure design and costs
  - Could save \$400,000 on closure costs
- Risks with waste export
  - Uncertain and potentially fluctuating transportation costs
  - Uncertain and potentially fluctuating disposal costs (fees paid to receiver)

THANK YOU

Todd Baker, P. Eng.  
778-874-4299



MORRISON HERSHFIELD





**CCRD SERVICE REPORT**

**To:** Courtney Kirk, CAO

**From:** Ken McIlwain, Operations Manager

**Meeting Date:** February 25 2021 (Tabled from February 10 & 11, 2021)

**Subject:** SOLID WASTE SERVICE UPDATE

**Board Meeting**  
 FEB 25 2021  
 CCRD ITEM A. (a)

**Recommendation:**

*THAT the Board of Directors of the Central Coast Regional District receives the Solid Waste Service Report dated February 10<sup>th</sup> & 11<sup>th</sup>, 2021.*

**Introduction:**

The bulk of this month’s solid waste service report is focused on sharing the initial findings of our landfill engineers from Morrison & Hershfield (MH) and furthering the ongoing discussion on the status Thorsen Creek Landfill. This engineering work is extremely important and should assist the CCRD Board of Directors with decisions around budgeting and how to ensure the long-term sustainability of the CCRD Solid Waste Service. The following are highlights from the work completed:

- The CCRD *Solid Waste Management Plan (SWMP)* states that CCRD will undertake a review of landfill operations and assess for compliance under the Provincial Landfill Criteria. This is also a requirement from the province. MH has completed a preliminary review and shared it’s finding in draft form with CCRD. This will help the CCRD Board, staff and engineers to identify and prioritize investment in the landfill to help us achieve compliance in our landfill operations.
- The SWMP also says CCRD will complete a Development, Operations and Closure Plan (DOCP). Part of this plan includes a ‘Lifespan Analysis’. Engineers use survey data and specifications from the criteria to determine what the final height of the landfill will be and how much longer we have before it is full and needs to be shut down. The procedure of shutting down a landfill is called ‘Closure’. It is important to know how much it will cost to undertake ‘closure’ of the landfill so that the CCRD can plan to set enough money aside in a reserve fund dedicated to this purpose. It also allows our Auditors to document this liability in the CCRD’s audit. MH has

completed the Lifespan Analysis and Closure Cost estimate work. They have shared their initial findings and these are discussed further on in this report.

- A significant question that has arisen around the board table over the past couple years is: in the long term, given the increasing costs of operating a landfill and achieving compliance with provincial regulations, would it be more cost effective for the CCRD to ship our waste out of the Bella Coola Valley, to a regional landfill elsewhere? MH has prepared an Options Analysis to help answer this question and to assist the CCRD Board of Directors with decision making around how we are going to dispose of our waste going forward. The findings are still preliminary and being refined, however the initial findings are shared further on in this report and will hopefully help stimulate questions for MH during their presentation at the February 11<sup>th</sup> Board Meeting.
- Further engineering work should be completed in the near future in order to help inform the ongoing discussion, planning and decision making around solid waste management in the Bella Coola Valley. MH will work with CCRD staff to examine whether there are any significant savings in closure costs if the CCRD were allowed to close the landfill in the near future under the specifications currently in the Operating Certificate that regulates the landfill. The environmental impact of closing the landfill under the older standard should be addressed in this review as well. A decision to close the landfill imminently, would also have significant repercussions to the cost of operating the CCRD solid waste service, due to the high cost of waste export.

### **Service Background:**

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.

The service is managed by the CCRD Operations Department with oversight from the CCRD CAO and Board of Directors.

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.

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 in 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.

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. The following is an excerpt from the approval letter from Minister Heyman:

1. **By December 31, 2022, the CCRD must submit to ENV a Five Year Effectiveness Review. In addition to the scope outlined in the SWMP, the review must also include the following:**
  - a. **A summary of outreach efforts to all the communities within the regional district, but outside the scope of the SWMP. Communities to be consulted should include, but not be limited to: Ocean Falls, Denny Island, Oweekeno and Bella Bella. The summary must include a synopsis of the consultation completed and a plan for ongoing consultation.**
  - b. **A list of all known active and closed municipal solid waste landfills that have an active authorization (for example, an operational certificate or permit) or an abandoned permit, typically with incomplete or ongoing closure or post-closure requirements. The list should also include those landfills operated through federal funding. Landfills for which the authorization has been cancelled or the permit abandonment requirements have been completed, as well as unauthorized dumps, do not have to be listed in the SWMP. However, the CCRD can voluntarily include those sites in the list for information purposes.**

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 how best to segregate and budget for these costs.

In 2020, the projected expenditures to operate the landfill and contribute to post closure costs, total \$317,087.

Unaudited revenue sources for the solid waste service in 2020 were:

- Tax Levy - \$124,142
- Nuxalk Contribution - \$105,000
- Provincial Basic Grant - \$28,439
- User Fees - \$28,914

- Multi-Material BC - \$10,430
- Product Care/Encorp - \$4,569
- Misc - \$2,048

**Special Update on Landfill Engineering Initiative:**

- CCRD has contracted Engineers of Record, Morison & Hershfield (MH) to undertake landfill engineering works. The work is progressing well.

**Task 1: Preliminary Landfill Conformance Review.** MH has submitted a draft Conformance Review. CCRD staff are currently providing feedback.

The report prepared by MH in 2016 to support the Solid Waste Management Planning process states, “The *Landfill Criteria for Municipal Solid Waste 2nd Ed British Columbia*, outlines that the conformance status of existing landfills should be evaluated and a Landfill Criteria Conformance Review must be completed. The Criteria should only be reviewed for requirements that apply to a particular site as there are site-specific exemptions. If upgrades are required, an Upgrading Plan shall be included. The document is requested to be submitted during the next SWMP review or within 5 years.”

CCRD is on schedule to have the conformance review completed in 2021.

Initial findings and suggested actions from our landfill engineers are summarized as follows:

- MH’s draft report states: “MH has found the landfill to be out of compliance with some components of the Criteria. However, it is expected that the majority of non-conformances identified in this review can be addressed through the development and implementation of a Design, Operations and Closure Plan (DOCP) and adoption of a suitable Environmental Monitoring Program.”
- The landfill planning work that is being undertaken in Tasks 2,3 and 4 below will address some of the nonconformances identified in this review. MH’s report states: “However, assuming the decision is made to continue using the landfill, it is recommended that the following actions are prioritized in future work for the site:
  - Implement a suitable environmental monitoring program to assess potential impacts of the landfill throughout its contaminating lifespan. This will assist the CCRD in future conformance reviews, as the MOE typically requires environmental data as justification for site specific exceptions from the Criteria.

- Develop a DOCP for the site, which demonstrates that the landfill will be planned, operated, monitored, and closed in accordance with the Criteria. Development of a DOCP will satisfy the majority of the non-conformances identified in this review.
- Update the Hydrogeology and Hydrology Assessment. This will involve completion of a drilling program to establish water levels and confirm groundwater flow direction. The new wells should form part of the groundwater monitoring program for the landfill.
- Update the landfill conformance review based on additional planning work completed for the site.”

**Task 2: Landfill Lifespan Analysis.** MH has submitted a draft report and it is currently being reviewed by CCRD staff.

The Lifespan Analysis will tell us approximately how many years of lifespan remain in the existing landfill footprint given certain assumptions. This will assist the CCRD with long term planning and assist with the modelling of the final landfill surface, which in part, determines the estimated landfill closure costs (closure will likely involve covering the landfill in a geomembrane and topsoil). The lifespan analysis also helps with assigning a value to the remaining airspace in the landfill.

MH looked at two options in their Lifespan Analysis. The first option involves no lateral expansion (so staying in the existing landfill footprint). The second option involves a small lateral expansion towards the east to optimize the geometry of the landfill. Initial findings are summarized as follows:

- The modelling work shows that option one (existing footprint) will provide approximately 32,000 m<sup>3</sup> of volume, which will allow for 12 more years of landfilling. The modelling assumes no increase in incoming waste volumes, compaction rates for waste and standard cover-to-fill ratios. The Quonset hut and other structures on the landfill footprint will need to be removed.
- Option 2, which involves a 15-meter expansion to the east, is expected to generate 75,000 m<sup>3</sup> of fillable volume. This is expected to increase the remaining lifespan to 30 years. The modelling assumes no increase in incoming waste volumes, compaction rates for waste and standard cover-to-fill ratios. Because this option requires a small lateral expansion, the Ministry of Environment would have to issue an approval. MH states: “All landfill development strategies must provide adequate environmental protection and ensure there are no long-term impacts to groundwater and surface water.”

**Task 3: Options Analysis.** This report is now complete in draft form and staff are working with MH to refine costing.

The purpose of the Options Analysis is to compare the long-term operational costs between continued landfill operations versus landfill closure and waste export. Some of the costing for the landfill operation is still being refined. The whole concept of waste export relies on the willingness of neighboring regional districts to accept waste from out of region. The costing for waste export is challenging to nail down without knowing exactly what neighboring regional districts would charge CCRD for tipping fees. Certain assumptions were made in the cost analysis and a sensitivity analysis was completed to look at the effect of tipping fees charged to the CCRD.

**OPTION 1A:** MH examined the option of barging waste to the Regional Landfill in Port McNeill. This is currently what is done with waste from Bella Bella and Klemtu. The cost is estimated at \$1100 per tonne. The Thorsen Creek Landfill currently receives approximately 900 tonnes of waste per year. This option would cost the CCRD approximately \$990,000 per year (this includes a 20% contingency), plus other existing costs for transfer station operation, apportioned administration, recycling operations, insurance and many other fixed costs.

The following table is an excerpt from the MH Thorsen Creek Landfill Planning Memorandum – Draft and shows the breakdown of anticipated costs associated with the option for waste export to the 7 Mile Landfill near Port McNeill:

Table 6 Option 1A Operational Cost Estimate – Haul to 7 Mile Landfill in RDMW

|          | Description  | Quantity | Units  | Estimated Unit Rate   | Estimated Annual Cost |
|----------|--|----------|--------|-----------------------|-----------------------|
| <b>1</b> | <b>Operational Costs</b>                           |          |        |                       |                       |
| 1.01     | Disposal bin rental                                | 1        | LS     | \$6,600               | \$6,600               |
| 1.02     | Stationary waste compactor*                        | 1        | LS     | \$50,000              | \$2,500               |
| 1.03     | Hauling (roundtrip Bella Coola to 7 Mile Landfill) | 2560     | hr     | \$165                 | \$422,400             |
| 1.04     | BC Ferry (roundtrip Bella Coola to Port Hardy)     | 64       | each   | \$2,628               | \$168,160             |
| 1.05     | Tipping fees (out of region)                       | 900      | tonnes | \$200                 | \$180,000             |
| 1.06     | Contribution to landfill                           | 1        | LS     | \$50,000              | \$50,000              |
|          |  |          |        | <b>Subtotal</b>       | <b>\$829,660</b>      |
|          |  |          |        | Contingency (20%)     | \$165,932             |
|          |  |          |        | <b>Annual Cost</b>    | <b>\$996,000</b>      |
|          |  |          |        | <b>Cost per Tonne</b> | <b>\$1,107</b>        |

\*Cost of compactor is annualized over a 20-year expected lifespan

**OPTION 1B:** The second waste export option looked at by MH was the potential trucking of waste to the Gibraltar Regional Landfill north of Williams Lake, operated by the Cariboo Regional District (CRD). The CRD was not contacted in the preparation of the report and the tipping fee rate (\$200/tonne) used in the analysis are about the same as the CRD charges for loads of commercial construction and

demolition debris. Mixed commercial waste is charged at \$80 per tonne. There are significant penalties for loads of waste contaminated with more than 10% recyclable materials or construction and demolition materials.

The tipping fee estimate is the largest single cost item in this option and MH completed a sensitivity analysis to show the different in long term costs using both the \$80/tonne and the \$200/tonne tipping fee amounts.

The annual cost to truck waste to the closest regional landfill are estimated at \$464,000 annually, or \$516 per tonne. The following table is an excerpt from the MH Thorsen Creek Landfill Planning Memorandum – Draft and shows the breakdown of anticipated costs associated with the option for waste export to the Gibraltar Landfill north of Williams Lake:

|          | Description                            | Quantity | Units  | Estimated Unit Rate   | Estimated Annual Cost |
|----------|--|----------|--------|-----------------------|-----------------------|
| <b>1</b> | <b>Operational Costs</b>               |          |        |                       |                       |
| 1.01     | Disposal bin rental                    | 1        | LS     | \$6,600               | \$6,600               |
| 1.02     | Stationary waste compactor*            | 1        | LS     | \$50,000              | \$2,500               |
| 1.03     | Hauling (roundtrip Bella Coola to CRD) | 896      | hr     | \$165                 | \$147,840             |
| 1.04     | Tipping fees (out of region)           | 900      | tonnes | \$200                 | \$180,000             |
| 1.05     | Contribution to landfill               | 1        | LS     | \$50,000              | \$50,000              |
|          |  |          |        | <b>Subtotal</b>       | <b>\$386,940</b>      |
|          |  |          |        | Contingency (20%)     | \$77,388              |
|          |  |          |        | <b>Annual Cost</b>    | <b>\$464,000</b>      |
|          |  |          |        | <b>Cost per Tonne</b> | <b>\$516</b>          |

\*Cost of compactor is annualized over a 20-year expected lifespan

It should be noted that if the CCRD were to undertake waste export, there may be a desire to implement tipping fees for all waste in order to encourage recycling and to help pay for the cost of this service. Collection of tipping fees from all users would require additional staffing and perhaps a scale. These costs are not currently considered in the cost analysis of this option.

**OPTION 2:** Staff are still working with MH to identify the portions of the solid waste budget that are directly attributable to the landfill versus the transfer station and recycling depot operations. MH's initial draft cost projections for landfilling were identified at \$383,000 annually or \$426/tonne (contains a 20% contingency). Some costs associated with the recycling and the transfer station are included in this estimate. This initial estimate contains costs associated with environmental monitoring (groundwater sampling) and reporting, not currently budgeted for.

**Task 4: Landfill Liability Estimate (landfill closure and post closure costing).** The Landfill Liability Estimate is now complete in draft form. It is being reviewed by CCRD auditors and staff prior to finalization.

MH's draft report indicates that it will cost approximately \$2,000,000 to complete the closure of Thorsen Creek Landfill. There is a 40% contingency built into this estimate. The potential challenge of obtaining significant quantities of top soil for the final landfill surface is an example of an uncertainty which needs to be accounted for with a healthy contingency.

The Landfill Criteria require a minimum post closure monitoring period of 30 years following the closure of a landfill. This mostly involves environmental monitoring and reporting. MH has estimated the cost of this at \$33,000 per year if CCRD brings an outside consultant in to do the water sampling and reporting. There is a reasonable chance that there will be the expertise locally to do this work when the time arrives and it could likely be done much more cost effectively.

**Summary of MH Initial Findings:**

MH provides the following initial findings in their draft report and will be presenting their findings to the CCRD in the February 11 board meeting:

"It is estimated that the CCRD has approximately 12 years of remaining landfill capacity within its existing footprint and 30 years with a minor lateral expansion. Considering that landfill closure costs are dependent on the size of the landfill footprint, it is expected that the CCRD can continue landfilling without significantly increasing estimated closure costs. There may also be ways of extending the life beyond the estimated 30 years associated with the minor lateral expansion covered in this memo.

Another factor to consider is potential landfill upgrade requirements. Should the MOE ever require a landfill liner and associated leachate treatment, or if environmental monitoring shows significant impacts to groundwater or surface water, the cost of constructing and operating additional infrastructure could make waste export the preferred solution. In general, unless there is a clear economic or environmental incentive to begin exporting waste, we would recommend continued landfill operation.

This includes making the necessary improvements to bring the landfill into compliance and focusing on operational improvements as outlined below. Landfills are a valuable resource that should be managed carefully to reduce consumption of airspace as much as possible.

Assuming the decision is made to continue operating the landfill, it is recommended that the CCRD focus on improving operations to extend the life of the landfill. Some regional districts in BC provide incentives to contractors for improved landfill operations, which includes achieving target compaction rates and waste to cover ratios, as well as pulling divertible material out of the landfilled waste stream.



The landfill consumption rate, waste density and waste to cover ratio should be tracked so that efforts can be focused on optimizing these key operational elements. It is also important to implement and encourage waste reduction measures in the community to lower the amount of waste sent to landfill.

A final consideration is that the CCRD should have a backup plan in case the landfill becomes too expensive, or if environmental impacts become unmanageable with continued operation. Further discussion on possible backup options is warranted, and it would be prudent to discuss export feasibility and potential costs with the CRD (one possible backup option).”

#### **Next Steps:**

One outstanding question that should still be investigated, is whether it is feasible, and whether there would be significant savings to the CCRD if we were to close the landfill under the existing specifications contained in the Operational Certificate that the Ministry of Environment issued to the CCRD for the landfill operation. The current specification calls for the final landfill cover to be a minimum of 1 meter of compacted soil, capped with .15m of topsoil and suitable vegetation. Typically, the final cover soil would consist of a low permeability soil (i.e. heavy clay content) that help prevent transmission of water through the landfill. The reasoning behind this, is that water moving through the landfill footprint facilitates transmission of leachate and other toxins into the water table below the landfill.

The feasibility of undertaking this type of final cover is contingent on accessing suitable soil cover locally. During their work identifying closure costs for the landfill, MH and staff felt there was not enough information available to be able to make the assumption on soil availability and/or assign costs to this type of final cover system. For this reason, MH generated costing assuming the use of a geomembrane cover system (essentially a very thick high-quality tarp with a very long lifespan). This is the preferred final cover system in the province and acceptable under the *Landfill Criteria*.

Another potential benefit to closing the landfill under the existing Operational Certificate, is it may negate the need for post closure environmental monitoring. Post closure responsibility is something that was introduced in the new Landfill Criteria. In the case of Thorsen Creek Landfill, MH is recommending a post closure monitoring period of 30 years (the minimum allowed under the *Landfill Criteria*).

While great progress has been made with the engineering work to date, there is still more work to do in order to help facilitate fully informed decision making by the CCRD.

**Quarterly [or Bi-Annual or Annual] Highlights:**

- Following the RFP process undertaken in late 2020, the CCRD entered into a contract with Don Nygaard & Son for the operation of Thorsen Creek Landfill and Transfer Station at a rate of \$9378.60 per month, starting January 1, 2021 and ending December 31, 2021.
- With the exception of the free store/share shed, all solid waste services are fully functioning with appropriate COVID-19 precautions in place. The transfer station was closed to non-household waste drop-off for approximately 2 weeks while the local COVID-19 outbreak was underway. Normal service resumed January 30, once a significant drop in local active cases was observed.
- The recycling depot is limiting customers to 4 at a time and asking people to respect physical distancing. Recycling materials are being quarantined prior to staff coming in contact with the materials.
- There is the need to engage the Nuxalk Nation on the issues facing the CCRD's solid waste management program and funding options as we move forward. The pandemic situation has complicated timelines with respect to furthering discussions with the Nuxalk Nation, and staff are exercising sensitivity in this regard.

**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 discussions with the Nuxalk Nation to obtain help with sourcing the \$50,000 needed for the 1/3 contribution to the project. CCRD is also investigating other sources of potential funding for this project.

**Feasibility Studies Authorized Under the Service:**

N/A

| 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 draft 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. Staff are working with the landfill contractor and local waste haulers to undertake effective implementation of the new rates and charges. The new rates will assist in revenue generation for the solid waste service.

*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.

**Total Budget (Including Grants):**

Total 2020 Revenues: \$400,565 (including special project grant revenues)

Percent total expenditures to November 5, 2020: \$286,919 or 72%

**Budget (Tax Levy, Basic Provincial Grant, User Fees, Recycling Revenue, Nuxalk Contribution and Requisition Only):**

Subtotal 2020 Revenues: \$302,381 (excluding special project grant revenues)

Percent total expenditures to August 31, 2020: \$286,919 or 95%

**Grant Funded Special Projects**

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

Percent total expended: 0%

***Notes on Financial Variance:***

Expenditures for 2020 were fairly close to the budgeted amounts with the exception of Capital Works, where \$16,000 was budgeted and no expenditures took place. There was only \$1600 budgeted for contingency and staff were reluctant to move forward with the planned capital works which included \$6000 for new 4-yard bins and \$10,000 for electric fencing. Priorities for capital expenditures going forward include preparation of a Development, Operation and Closure Plan for the landfill, Hydrogeology Assessment, groundwater monitoring wells, bins, fencing, electric forklift, septic system and warehouse shelving.

Revenues from recycling collection incentives were slightly higher than projected and tipping fee revenue came in at \$28,914, just shy of the \$30,000 budgeted.

The following items remain as areas of concern for the 2021 budget:

- Sourcing a contribution for the capital costs of the Organics/Composting project at Thorsen Creek Transfer Station.
- Capital costs associated with moving towards compliance with the Landfill Criteria. Other capital projects such as a septic system so employees have access to washroom facilities are also important.

**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 \$79,004 for 2020 and incorporated as such into the CCRD Five Year Financial Plan 2020-2024. Apportioned administration costs for 2021 have not been finalized.

**CCRD Mandate for Service Delivery:**

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.

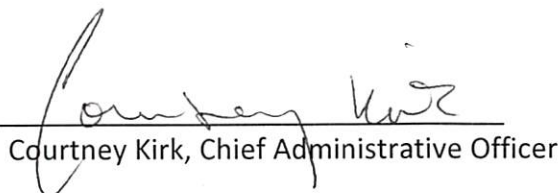
In 1975 the regional district was granted the function of Division 14 – Refuse Disposal through Supplementary Letters Patent. In 2011 this function was converted to a service of the regional district through Bylaw 402, with electoral areas C, D and E as participants.

Respectfully Submitted by:



Ken McIlwain, RPF , Operations Manager

Reviewed by:



Courtney Kirk, Chief Administrative Officer



## 2021 VIRTUAL AGM & CONVENTION

### RESOLUTIONS NOTICE REQUEST FOR SUBMISSIONS

The AVICC Executive is calling for resolutions to be considered at the 2021 virtual convention. The Executive is considering options for the 2021 convention's format and timing. The usual resolutions procedures followed at the convention may need to be adapted with the move to a virtual format. Pending finalization of the procedures, members are now asked to submit resolutions with the requirements outlined in the following pages.

#### DEADLINE FOR RESOLUTIONS

All resolutions must be received in the AVICC office by: **Friday, February 26, 2021**

It is uncertain whether late resolutions or off-the-floor resolutions can be accommodated at the virtual convention. Members are strongly encouraged to submit resolutions by the deadline so they may be considered. Resolutions that emerge after Friday, February 26<sup>th</sup> may need to be submitted directly to UBCM.

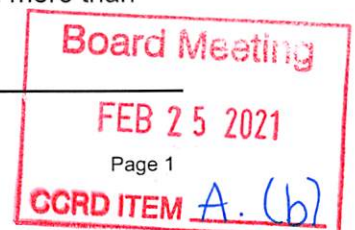
#### IMPORTANT SUBMISSION REQUIREMENTS

To submit a resolution to the AVICC for consideration please send:

1. One copy as a **word document** by email to [avicc@ubcm.ca](mailto:avicc@ubcm.ca) by the deadline; AND
2. One copy of the resolution by regular mail that may be received after the deadline to:  
AVICC, 525 Government Street, Victoria, BC V8V 0A8

Detailed guidelines for preparing a resolution follow, but the basic requirements are:

- Resolutions are only accepted from AVICC member local governments, and must have been endorsed by the board or council.
- Members are responsible for submitting accurate resolutions. AVICC recommends that local government staff assist in drafting the resolutions, check the accuracy of legislative references, and be able to answer questions from AVICC & UBCM about each resolution. Contact AVICC & UBCM for assistance.
- Each resolution **must include a separate backgrounder** that is a maximum of 3 pages and specific to a single resolution. Do not submit backgrounders for multiple resolutions. The backgrounder may include links to other information sources and reports.
- Sponsors should be prepared to speak to their resolutions.
- Resolutions must be relevant to other local governments within AVICC rather than specific to a single member government.
- The resolution must have at least one "whereas" clause and should not contain more than two "whereas" clauses. Each whereas clause must only have **one sentence**.



## **AVICC GOLD STAR RESOLUTIONS**

The AVICC Executive will recognize members who submit the best resolutions with an award for Gold Star or Honourable Mention status. The goal of the awards is to encourage excellence in resolutions drafting. Resolutions should provide clear policy direction so that AVICC and UBCM can advocate effectively on the policy priorities of our members with the provincial and federal governments.

To be recognized for an award, a resolution must meet the standards of excellence established in the Gold Star Resolutions Criteria:

1. Resolution must be properly titled.
2. Resolution must employ clear, simple language.
3. Resolution must clearly identify problem, reason and solution.
4. Resolution must have two or fewer recital (WHEREAS) clauses.
5. Resolution must have a short, clear, stand-alone enactment (THEREFORE) clause.

## **UBCM RESOLUTION PROCEDURES**

UBCM urges members to submit resolutions to Area Associations for consideration. Resolutions endorsed at Area Association annual meetings are submitted automatically to UBCM for consideration and do not need to be re-submitted to UBCM by the sponsor.

UBCM and its member local governments have observed that submitting resolutions first to Area Associations results in better quality resolutions overall. If absolutely necessary, however, local governments may submit council or board endorsed resolutions directly to UBCM prior to June 30. Should this be necessary, detailed instructions are available on the UBCM website.

## **UBCM RESOLUTIONS PROCESS**

1. Members submit resolutions to their Area Association for debate.
2. The Area Association submits resolutions endorsed at its Convention to UBCM.
3. The UBCM Resolutions Committee reviews the resolutions for submission to its Convention.
4. Resolutions endorsed at the UBCM Convention are submitted to the appropriate level of government for response.
5. UBCM will forward the response to the resolution sponsor for review.

## UBCM RESOLUTIONS GUIDELINES

### The Construction of a Resolution:

All resolutions contain a preamble – the whereas clause(s) – and an enactment clause. The preamble describes *the issue* and the enactment clause outlines *the action being* requested of AVICC and/or UBCM. A resolution should answer the following three questions:

- a) What is the problem?
- b) What is causing the problem?
- c) What is the best way to solve the problem?

### Preamble:

The preamble begins with "WHEREAS", and is a concise paragraph about the nature of the problem or the reason for the request. It answers questions (a) and (b) above, stating the problem and its cause, and should explain, clearly and briefly, the reasons for the resolution.

The preamble should contain no more than two "WHEREAS" clauses. Supporting background documents can describe the problem more fully if necessary. Do not add extra clauses.

Only one sentence per WHEREAS clause.

### Enactment Clause:

The enactment clause begins with the phrase "Therefore be it resolved", and is a concise sentence that answers question (c) above, suggesting the best way to solve the problem. **The enactment should propose a specific action by AVICC and/or UBCM.**

Keep the enactment clause as short as possible, and clearly describe the action being requested. The wording should leave no doubt about the proposed action.

## HOW TO DRAFT A RESOLUTION

### **1. Address one specific subject in the text of the resolution.**

Since your community seeks to influence attitudes and inspire action, limit the scope of a resolution to one specific subject or issue. Delegates will not support a resolution if it is unclear or too complex for them to understand quickly. If there are multiple topics in a resolution, the resolution may be sent back to the sponsor to rework and resubmit, and may end up as a Late Resolution not admitted for debate.

### **2. For resolutions to be debated at UBCM, focus on issues that are province-wide.**

The issue identified in the resolution should be relevant to other local governments across BC. This will support productive debate and assist UBCM to represent your concern effectively to the provincial or federal government on behalf of all BC municipalities and regional districts. Regionally specific resolutions may be referred back to the AVICC, and may not be entered for debate during the UBCM Convention.

### **3. Use simple, action-oriented language and avoid ambiguous terms.**

Explain the background briefly and state the desired action clearly. Delegates can then debate the resolution without having to try to interpret complicated text or vague concepts.



#### 4. Check legislative references for accuracy.

Research the legislation on the subject so the resolution is accurate. Where necessary, identify:

- the correct jurisdictional responsibility (responsible ministry or department, and whether provincial or federal government); and
- the correct legislation, including the title of the act or regulation.

#### 5. Provide factual background information.

Even a carefully written resolution may not be able to convey the full scope of the problem or the action being requested. Provide factual background information to ensure that the resolution is understood fully so that members understand what they are debating and UBCM can advocate effectively with other levels of government and agencies.

Each resolution **must include a separate backgrounder** that is a maximum of 3 pages and specific to a single resolution. Do not submit backgrounders that relate to multiple resolutions. The backgrounder may include links to other information sources and reports.

The backgrounder should outline what led to the presentation and adoption of the resolution by the local government, and can link to the report presented to the council or board along with the resolution. Resolutions submitted without background information **will not be considered** until the sponsor has provided adequate background information. This could result in the resolution being returned and having to be resubmitted as a late resolution.

#### 6. Construct a brief, descriptive title.

A title identifies the intent of the resolution and helps eliminate the possibility of misinterpretation. It is usually drawn from the "enactment clause" of the resolution. For ease of printing in the Annual Report and Resolutions Book and for clarity, a title should be no more than three or four words.

### **TEMPLATE FOR A RESOLUTION**

Whereas << *this is the area to include an issue statement that outlines the nature of the problem or the reason for the request* >> ;

And whereas << *if more information is useful to answer the questions - what is the problem? what is causing the problem?>> :*

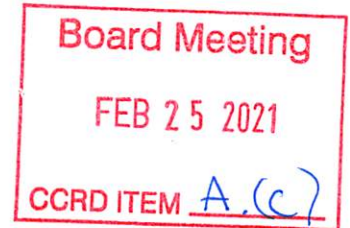
Therefore be it resolved that AVICC & UBCM << *specify here the action(s) that AVICC & UBCM are being asked to take on, and what government agency the associations should be contacting to solve the problem identified in the whereas clauses* >>.

*If absolutely necessary, there can be a second enactment clause (the “therefore” clause that specifies the action requested) with the following format:*

And be it further resolved that << *specify any additional actions needed to address the problem identified in the whereas clauses* >>.



To: Courtney Kirk, CAO  
CC: Board of Directors, CCRD  
From: Alison Sayers  
Meeting Date: February 25, 2021 (Tabled from February 10 - 11, 2021)  
Subject: AVICC/UBCM Resolution: Funding for Landfill Compliance and Closure



**Recommendation:**

Recommendation 1:

***THAT the Board of Directors of the Central Coast Regional District receive the Request for Decision AVICC/UBCM Resolution: Funding for Landfill Compliance and Closure.***

Recommendation 2:

***THAT the Board of Directors of the Central Coast Regional District approve and send the resolution "Funding for Landfill Compliance and Closure" to the Association of Vancouver Island and Coastal Communities by February 26<sup>th</sup>, 2021, for consideration at their May 28<sup>th</sup>, 2021 virtual convention.***

Or:

***THAT the Board of Directors of the Central Coast Regional District direct Administration to revise the resolution "Funding for Landfill Compliance and Closure" to the Association of Vancouver Island and Coastal Communities for further board review and authorization prior to submission for consideration at AVICC's May 28<sup>th</sup>, 2021 virtual convention.***

**Issue/Background Summary:**

Provincial legislation in British Columbia governing solid waste management in general, and legislation governing landfills in particular, has tightened over the years to address various environmental concerns. CCRD, as part of its Solid Waste Management Service for Electoral Areas C, D, and E, has been operating the landfill portion of Thorsen Creek Waste and Recycling Centre under a "grandfathered" Certificate of Operations for several years. Current, updated legislation for landfills includes exemptions to allow for operation and closure of older landfills under outdated legislation. CCRD meets all the exemptions except

for one, which is annual rainfall. This means that the CCRD cannot continue to operate the TCWRC under the outdated legislation certificate indefinitely.

Despite the significant financial pressure this updated and improved SWM legislation places on CCRD and other local governments, the Province has yet to offer financial strategies or new funding to help offset the additional costs to local governments to comply with current provincial legislation. Landfill operation and closure under current legislation will require significantly more financial commitment from CCRD's tax base in the Bella Coola Valley, as well as other sources of funds yet to be identified. Grant funding for landfills is extremely difficult to find, given current provincial policy prioritizing Zero Waste province-wide.

The CCRD Board of Directors has the option to undertake political advocacy to the Province of British Columbia for CCRD's and the region's interests, including submitting a resolution to the AVICC 2021 Convention.

**Proposed Resolution:**

***Funding for Landfill Compliance and Closure***

*Whereas provincial legislation governing solid waste management in British Columbia has increasingly tightened over the past several years to address important environmental concerns, thereby increasing costs for local governments to operate landfills and comply with current legislation, including landfill closures,*

*And whereas the Province of British Columbia has not provided an adequate fiscal framework to offset increased costs to local governments, including landfill closure costs, arising from this tightened legislation,*

*And whereas local governments have been severely financially impacted by the current criteria, and are therefore being forced to operate and consider retiring their landfills under "grandfathered", outdated, and environmentally unsound legislative criteria in order to cope with these unforeseen costs,*

*THEREFORE BE IT RESOLVED that UBCM call upon the Province of British Columbia to provide the necessary resources to local governments for landfill compliance-related projects to meet current operations and closure standards, so that landfills may be operated and retired in an environmentally sound manner.*

**Alternative Resolution (for alignment with AVICC structural preferences for resolutions):**

*Whereas provincial legislation governing solid waste management in British Columbia has increasingly tightened over the past several years to address important environmental concerns, thereby increasing costs for local governments to operate landfills and comply with current legislation, including landfill closures,*

*And whereas the Province of British Columbia has not provided fiscal framework to offset increased costs to local governments, including landfill closure costs, arising from this tightened legislation, thereby severely financially impacting local governments and forcing them to operate and consider retiring their landfills under "grandfathered", outdated, and environmentally unsound legislative criteria in order to cope with these substantial and unforeseen costs,*

*THEREFORE BE IT RESOLVED that UBCM call upon the Province of British Columbia to provide the necessary resources to local governments for landfill compliance-related projects to meet current operations and closure standards, so that landfills may be operated and retired in an environmentally sound manner.*

**Financial/Budgetary Implications:**

If the Board of Directors wishes to advance the resolution *Landfill Compliance and Closure* to the April AVICC virtual convention, one elected official will need to register to attend AVICC to introduce the resolution to the assembly. Cost for registration has not yet been determined, but is expected to be very low.

**Time Requirements – Staff and Elected Officials:**

If the Board of Directors wishes to advance the resolution *Landfill Compliance and Closure* to the April AVICC virtual convention, at least one elected official will need to attend AVICC during resolutions debate to introduce the resolution to the assembly.

Time requirements for staff to advance the resolution are minimal, and contracted support for the initiative is available if needed.

**Options to Consider:**

1. As recommended
2. Do not advance the resolution to AVICC

Submitted by:

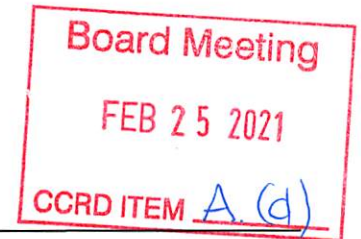


Alison Sayers, Consultant to CCRD





**To:** Courtney Kirk, CAO  
**CC:** Board of Directors, CCRD  
**From:** Evangeline Hanuse, Planning Coordinator  
**Meeting Date:** February 25, 2021 (Tabled from February 10-11, 2021)  
**Subject:** Organic Extension Project



**Recommendation:**

THAT the Board of Directors of the Central Coast Regional District signs the support letter regarding the BC Organic Sector Extension Project for the Kwantlen Polytechnic University.

**Issue/Background Summary:**

On January 19, 2021 the Planning Coordinator met with Kent Mullinix, Director of Sustainable and Food Security and Angeli dela Rosa, Research Assistant, of Kwantlen Polytechnic University. They are working on a BC Organic Sector Extension Project. The Institute for Sustainable Food Systems is conducting a study for the development and implementation of an organic agriculture and food system extension service in BC. Their goal is to bring forth a comprehensive Organic Sector Extension Service development, implementation, operations, and funding plan for BC. This project is funded by the BC Ministry of Agriculture.

Extension programming can address immediate (e.g. on farm soil fertility management) or long term (consumer support for organic farming and purchase of organic foods) challenges. Likewise, extension programming can focus on technical (e.g. food production methods, pest management), social (e.g. food security/sovereignty, consumer support), environmental (e.g. climate change mitigation, soil health), economic (e.g. farm profitability, farm business management, land valuation and protection policy), and other aspects impacting the sector.

Existing organic extension services are perceived as uncoordinated, decentralized, and wholly lacking. The certified organic sector has specific challenges pertaining to certification, organic standards, sourcing organic inputs, and organic pest management strategies among other challenges. There is no entity, program, or policy framework focused on strategic coordination of organic extension services across the province. Most extension programming is soft-money (grant) funded. This limits their long-term impact and capacity.

Current support for Kwantlen's BC Organic Sector Extension Project include the Kwantlen Polytechnic University (Institute for Sustainable Food Systems; Sustainable Agriculture & Food Systems), University of British Columbia (Centre for Sustainable Food Systems;

Sustainable Agricultural Landscapes Lab, BC Food Web), Thompson Rivers Univeristy (Applied Sustainable Ranching), University of the Fraser Valley (Dr. Renee Prasad), and Northern Environmental Action Team (Northern Co-Hort Program). Currently, support is being sought from regional districts across the Province. The CCRD board can assist this endeavour by signing off on a support letter for the BC Organic Extension Project.

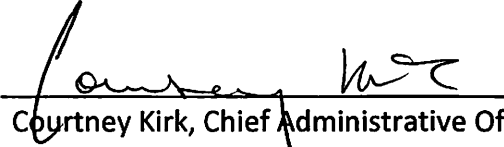
**Policy, Bylaw or Legislation:**

N/A

**Financial/Budgetary Implications:** None.

**Time Requirements – Staff and Elected Officials:** None.

Submitted by: \_\_\_\_\_  
Evangeline Hanuse, Planning Coordinator

Reviewed by:  \_\_\_\_\_  
Courtney Kirk, Chief Administrative Officer



(Date)

To whom it may concern,

**Re: Letter of Endorsement in Concept for BC Organic Extension Service**

In our capacity as the Board of Directors of the Central Coast Regional District (CCRD), we would like to formally endorse the BC Organic Extension Project concept put forward by the Institute for Sustainable Food Systems at Kwantlen Polytechnic University. We support the objectives of the proposed extension service to:

- Work with Indigenous communities to increase their food security through organic and regenerative agriculture.
- Support all food producers to adopt organic and regenerative agricultural practices.
- Increase public awareness and understanding about organic agriculture and food.
- Make organic and regenerative farms and food businesses more productive, profitable, and viable.

Organic extension services in the CCRD would help address regional food security, support our local food producers to use available farmland more effectively, and increase the amount of local, sustainably grown food.

Regards,

Samuel Schooner  
CCRD Chair





**To:** Courtney Kirk, CAO  
**CC:** Board of Directors, CCRD  
**From:** Evangeline Hanuse, Planning Coordinator  
**Meeting Date:** February 25, 2021  
**Subject:** Director's Remuneration for Housing Engagement Session

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**Recommendation:**

*THAT the Board of Directors of the Central Coast Regional District approve remuneration for Director's voluntary attendance at Housing Engagement Sessions at a local work assignment rate of \$36 per hour for a maximum of 2 hours time.*

**Issue/Background Summary:**


There are Housing Needs engagement sessions that CCRD Director's have been invited to regarding the housing survey for the Central Coast. In order to accommodate the time requested by Director's to attend sessions, remuneration is requested for those Directors that choose to attend the voluntary sessions.

Housing engagement session dates are Tuesday, February 23<sup>rd</sup> at 7:00 pm to 9:00 pm for the Bella Coola Valley, one session in early March for Area A, and one session yet to be scheduled for Area B.

**Policy/Bylaw:**

Bylaw 495 – CCRD Board Remuneration and Expenses Bylaw

Submitted by: \_\_\_\_\_  
Evangeline Hanuse, Land Use Planning & Community Development  
Coordinator

Reviewed by:   
Courtney Kirk, Chief Administrative Officer

**Board Meeting**  
 FEB 25 2021  
 CCRD ITEM A.(e)