

# A Guide to Solid Waste Management Planning



Ministry of  
Environment

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This Guide helps to clarify ministry policy and the provisions of the *Environmental Management Act* as they relate to the management of municipal solid waste. This Guide is not a legal document and the information in it does not constitute legal advice or impose any legally binding requirements. This Guide does not replace the Act or any other applicable law. Any amendments to the Act, its regulations and other legislation referred to in this Guide may affect provisions of this Guide; in the event of an inconsistency, the Act or other applicable legislation will prevail. Ultimately regional districts should rely on legal advice as necessary. Regional districts may contact the ministry if they have questions about this Guide or its suggested approaches.

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## Preface to 2016 Edition

This document is the Province of British Columbia's guidance document (Guide) for the development of solid waste management plans by **regional districts**. The 2016 Guide replaces the 1994 *Guide to the Preparation of Regional Solid Waste Management Plans for Regional Districts*.

The 1994 guidance document supported regional districts in developing solid waste management plans for their region. The recommended process for developing plans for the most part remains the same, including establishing **advisory committees**, setting regional targets, reviewing the existing waste **management** system and identifying strategy options. Annual reporting and five-year effectiveness reviews are still recommended. Legislative requirements for public review and consultation on the development, amendment and final content of a plan remain the same.

New recommendations include the renewing of plans every 10 years, and for plans to be living documents incorporating the use of schedules that could require minor amendments within those 10 years. The Guide provides increased clarity on planning requirements and recommendations. It provides regional districts with flexibility in how they meet legislated public consultation requirements and adaptable recommendations to suit local circumstances. The Guide includes a set of template documents and appendices that facilitate a more streamlined process for plan development and approval.

This document is provided as guidance. Regional districts may choose to approach their planning process and document submissions differently; this is acceptable as long as legislative requirements are met.

## Purpose and layout of the Guide

This Guide is intended to help regional districts create, amend or renew plans to meet their region's needs, as well as provincial requirements.

The Guide is laid out in eight parts which set out requirements and recommendations for solid waste management planning, and provide templates and additional information which may be useful.

**Part A** includes an introduction to solid waste management and the legislative requirements and provincial objectives for solid waste management in B.C.

**Part B** sets out the four-step planning process.

**Part C** describes plan implementation, monitoring and reporting, as well as plan reviews and amendments.

**Part D** includes template documents.

**Parts E - H** are a series of appendices that provide additional detail.

## Glossary of Terms

Most of the definitions in this document are those taken from the *Environmental Management Act* or its regulations [identified in square brackets]. Other definitions have been developed for the purpose of this Guide only.

**Advisory committee:** A committee established to support the development of the solid waste management plan or the implementation of the plan. May include a public advisory committee, technical advisory committee and a plan monitoring advisory committee

**Approved plan:** A solid waste management plan approved under section 24 (5) of the *Environmental Management Act*

**Circular economy:** An alternative to a traditional linear economy (make → use → dispose). The circular economy keeps resources in use for as long as possible, extracts the maximum value from them while in use, then recovers and regenerates products and materials at the end of their service life<sup>1</sup>

**Collection facility** [Recycling Regulation, B.C. Reg. 449/2004]: A facility for collecting products and materials. May also be described as a “depot” in a plan.

**Composting** [Organic Matter Recycling Regulation, B.C. Reg. 18/2002]: The controlled biological oxidation and decomposition of organic matter

**Composting facility** [Organic Matter Recycling Regulation, B.C. Reg. 18/2002]: A facility that processes organic matter to produce compost

**CRD:** Construction, renovation, and demolition waste. This definition includes land clearing waste. Also sometimes referred to in literature as DLC (Demolition, Land Clearing and Construction)

**Director:** A person employed by the government and designated in writing by the minister as a director of waste management or as an acting, deputy or assistant director of waste management

**Disposal** [Hazardous Waste Regulation, B.C. Reg. 63/88]: The introduction of waste into the environment through any discharge, deposit, emission or release to any land, water or air by means of facilities designed, constructed and operated so as to minimize the effect on the environment

**Downstream environmental impacts:** Impacts created by the use of a product after its useful life

**EMA:** The *Environmental Management Act*, S.B.C. 2003, c 53

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<sup>1</sup> WRAP and the circular economy <http://www.wrap.org.uk/content/wrap-and-circular-economy>, accessed January 14, 2016.

**Extended Producer Responsibility (EPR):** A management system based on industry and consumers taking life-cycle responsibility for the products they produce and use. Referred to as “product stewardship” under the B.C. Recycling Regulation<sup>2</sup>

**Hauler [EMA]:** A person who picks up, delivers, hauls or transports municipal solid waste or recyclable material on a commercial basis (note under EMA the term ‘Waste Hauler’ is defined in section 26 for the purpose of section 26 only)

**Hauler licence [EMA]:** A licence issued by a regional district to a hauler, under the authority of a bylaw made under EMA section 25(3) (h) (i)

**ICI:** Industrial, commercial and institutional waste

**Interested parties:** Organizations, agencies and individuals with an interest in the planning process. This includes governments (including First Nations), private sector interests, non-government and community organizations, and the public at large

**Manage or management:** Includes the collection, transportation, handling, processing, storage, treatment, utilization and disposal of any substance

**Minister:** The B.C. Minister of Environment

**Ministry:** The B.C. Ministry of Environment

**Municipal solid waste (MSW) [EMA]:**

- a) refuse that originates from residential, commercial, institutional, demolition, land clearing or construction sources, or
- b) refuse specified by a director to be included in a waste management plan

**Municipality:** This Guide uses the generally accepted definition of “municipality” as an incorporated area that is democratically elected, autonomous, responsible and accountable. Municipalities are members of the regional district in which they are located. (Note that section 1 of EMA defines “municipality” as including regional districts)

**Operational certificate (OC) [EMA]:** A certificate issued under section 28 [*operational certificates*] for the design, operation, maintenance, performance and closure of sites or facilities used for the storage, treatment or disposal of waste or recyclable material

**Pollution Prevention Hierarchy:** The 5 R provincial pollution hierarchy more fully described in Part A.1.1 of this Guide

**Processing:** Any activity necessary for preparing a component of the solid waste stream for reuse, recycling, recovery or residual management

**Product stewardship:** see Extended Producer Responsibility (EPR)

**Recovery:** The reclaiming of recyclable components and / or energy from the solid waste stream by various methods including but not limited to manual or mechanical

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<sup>2</sup> The EMA's Recycling Regulation confers product stewardship with the same meaning as extended producer responsibility. Other jurisdictions may apply a different meaning to this term. For more information see <http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling/product-stewardship>



sorting, incineration, distillation, gasification, or biological conversion other than composting

**Recyclable:** In this Guide, refers to a product or substance, after it is no longer usable in its present form that can be diverted from the solid waste stream. (Note that "recyclable material" has a more specific definition in the EMA)

**Recycler licence [EMA]:** A licence issued by a regional district, under the authority of a bylaw made under EMA section 25(3) (h) (i), to the owner or operator of a site that accepts and manages recyclable material

**Recycling:** The collection, transportation and processing of products that are no longer useful in their present form and the subsequent use, including composting, of their material content in the manufacture of new products for which there is a market

**Reduction or reduce:** Decreasing the volume, weight or toxicity of municipal solid waste generated at source. Includes activities which result in more efficient reuse or recycling of primary products or materials, but does not include only compacting or otherwise densifying the waste

**Regional director:** Regional Director, Environmental Protection Division of the Ministry of Environment, or someone designated to carry out authorization duties on behalf of the Regional Director

**Regional district [EMA section 25(1)]:**

(a) a regional district as defined in the [Local Government Act](#),

(a.1) except in section 26, the Northern Rockies Regional Municipality, or

(b) the Greater Vancouver Sewerage and Drainage District constituted under the [Greater Vancouver Sewerage and Drainage District Act](#)

**Residual management:** The disposal in accordance with the EMA of what remains in the solid waste stream following reduction, reuse, recycling and recovery activities

**Reuse:** At least one further use of a product in the same form (but not necessarily for the same purpose)

**Site [EMA]:** Any site, including those identified specifically or by class, in an approved waste management plan for the management of municipal solid waste or recyclable material. (Note under EMA this term is defined in section 25 for the purpose of section 25 only)

**Solid waste management system:** The aggregate of all sites and facilities, services and programs for managing municipal solid waste within a region

**Solid waste stream:** The aggregate of all municipal solid waste and recyclable materials, and the process through which they move from generation to utilization or disposal

**Triple Bottom Line:** Economic, environmental and social cost considerations

**Upstream environmental impacts:** Impacts from the creation and transportation of a product to where it is used

**Waste management facility (facility)** [EMA]: A facility for the treatment, recycling, storage, disposal or destruction of a waste, or recovery of reusable resources including energy potential from waste

**Waste management plan** [EMA]: A plan that contains provisions or requirements for the management of recyclable material or other waste or a class of waste within all or a part of one or more municipalities

**Waste stream management licence** [EMA]: A licence issued by a regional district, under the authority of a bylaw made under EMA section 25(3) (h) (i), to the owner or operator of a site that accepts and manages municipal solid waste

**Zero Waste approach:** as both a philosophy and a goal, aims to reduce and ultimately eliminate garbage

## A. Introduction

### A.1. Solid Waste Management in British Columbia

Welcome to British Columbia's *Guide to Solid Waste Management Planning*. This Guide is intended for use by regional districts who are updating or amending<sup>3</sup> their solid waste management plan and for **interested parties** engaged in this process.

Approximately 2.4 million tonnes of **municipal solid waste** was disposed of in B.C. landfills in 2014, equivalent to 520 kg per person<sup>4</sup>. While there has been an overall decrease in municipal solid waste **disposal** rates since the 1990's, much of the waste disposed of could be reduced (by not being generated in the first place), repurposed, composted or recycled.

Waste **reduction** efforts will become more and more important as the B.C. population continues to increase, landfills approach their capacity for receiving new waste, and the mandate to reduce greenhouse gas emissions from waste disposal grows.

For additional information on solid waste management in British Columbia (B.C.), please refer to the Ministry of Environment (**ministry**) [waste management website](#).

The *Environmental Management Act* mandates regional districts to develop plans for the management of municipal solid waste and **recyclable** materials. Solid waste management planning is a proven way to reduce the amount of solid waste requiring disposal in a region, contributing to protection of the environment. B.C. has made significant strides in recent years, with some regional districts reporting a disposal rate of less than 350 kg per person annually.<sup>5</sup>

Solid waste management in B.C. is continuously evolving, necessitating updating of solid waste management plans to reflect these changes. Today:

- ♦ B.C.'s population is growing, meaning that more waste will be generated and require disposal; however, new disposal **sites** are difficult to establish, partly due to citizens concerned about the potential and demonstrated impacts of various means of disposal, as well as the increased requirements for proper handling that may also restrict certain sites
- ♦ British Columbians are increasingly conscious of the need to "reduce and **reuse**" and many communities have set the goal of reducing to zero waste through a variety of measures
- ♦ A growing number of product stewardship programs exist in B.C. to take responsibility for end-of-life product management

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<sup>3</sup> The ministry recommends that regional districts renew their solid waste management plans every 10 years. It may also be necessary to amend the plan before this time if there are significant changes (see Section C.4 of this Guide).

<sup>4</sup> Environmental Reporting BC

[http://www.env.gov.bc.ca/soe/indicators/sustainability/municipal\\_solid\\_waste.html?WT.ac=LU\\_waste#fn4](http://www.env.gov.bc.ca/soe/indicators/sustainability/municipal_solid_waste.html?WT.ac=LU_waste#fn4)  
(accessed September 8, 2016)

<sup>5</sup> Environmental Reporting BC

[http://www.env.gov.bc.ca/soe/indicators/sustainability/municipal\\_solid\\_waste.html?WT.ac=LU\\_waste#fn4](http://www.env.gov.bc.ca/soe/indicators/sustainability/municipal_solid_waste.html?WT.ac=LU_waste#fn4)  
(accessed January 17, 2016)

- ♦ Private sector innovation is playing a progressively significant role in the collection and management of waste
- ♦ “Waste” is increasingly being viewed as a resource; products that were once sent to landfills are now carefully collected for reuse, **recycling** and / or **recovery**
- ♦ New waste management and recycling technologies are creating opportunities, with associated job creation and economic benefits

In 2013, British Columbia’s total greenhouse gas emissions were 64.0 million tonnes of CO<sub>2</sub>e<sup>6</sup>. Approximately 7.5% of this comes from the waste sector.<sup>7</sup>

Reducing greenhouse gas emissions from waste is an important goal for all levels of government. Waste reduction, reuse and recycling can reduce greenhouse gas emissions both by lowering the demand for new materials and products (reducing **upstream environmental impacts**) and by minimizing **downstream environmental impacts** such as transporting waste over long distances and disposing of it in landfills. Other factors that influence greenhouse gas emissions associated with solid waste disposal include the waste composition, the mass disposed per year, precipitation rates at landfills, landfill gas systems (flaring, capture, oxidation beds, etc.), and landfill waste management (aeration, turned piles, etc).

Emissions of methane (a greenhouse gas) from landfills can be significant; as a result, legislation requires large landfills to capture landfill gas.<sup>8</sup>

### A.1.1. The 5 R pollution prevention hierarchy

The 5 R pollution prevention hierarchy (Reduce, Reuse, Recycle, Recover, Residuals Management) is a useful tool for regional districts to use when looking at opportunities to improve their **solid waste management system** (see Figure 1).

The order of preference in the pollution prevention hierarchy is for waste management at one level to only be undertaken when all feasible opportunities for pollution prevention at a higher level have been taken. For example, opportunities for recycling should be explored only after all opportunities for reduction and reuse of materials have been exhausted. There are benefits to this approach.

- ♦ Actions taken at higher levels in the pollution prevention hierarchy can eliminate or reduce the environmental management costs of actions at lower levels. For example, waste prevention programs can reduce costs associated with handling wastes in the first place.
- ♦ The pollution prevention hierarchy can potentially reduce the environmental impacts of product manufacturing and distribution. For example, reuse, and to a lesser extent recycling, will reduce the environmental impact of extracting and

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<sup>6</sup> CO<sub>2</sub>e: carbon dioxide equivalent

<sup>7</sup> The waste sector category includes land waste, wastewater handling and waste incineration. For more information on B.C.’s greenhouse gas emission inventory see <http://www2.gov.bc.ca/gov/content/environment/climate-change/reports-data/provincial-ghg-inventory-report-bc-s-pir>

<sup>8</sup> For more information on the Landfill Gas Management Regulation see [http://www.env.gov.bc.ca/epd/codes/landfill\\_gas/](http://www.env.gov.bc.ca/epd/codes/landfill_gas/).

**processing** primary resources while the use of recycled material can reduce the energy cost of manufacturing new products.

- ♦ Adherence to the highest level of performance under the pollution prevention hierarchy can encourage innovation and investment by industry to improve product design and reduce waste.

Figure 1: 5 R pollution prevention hierarchy

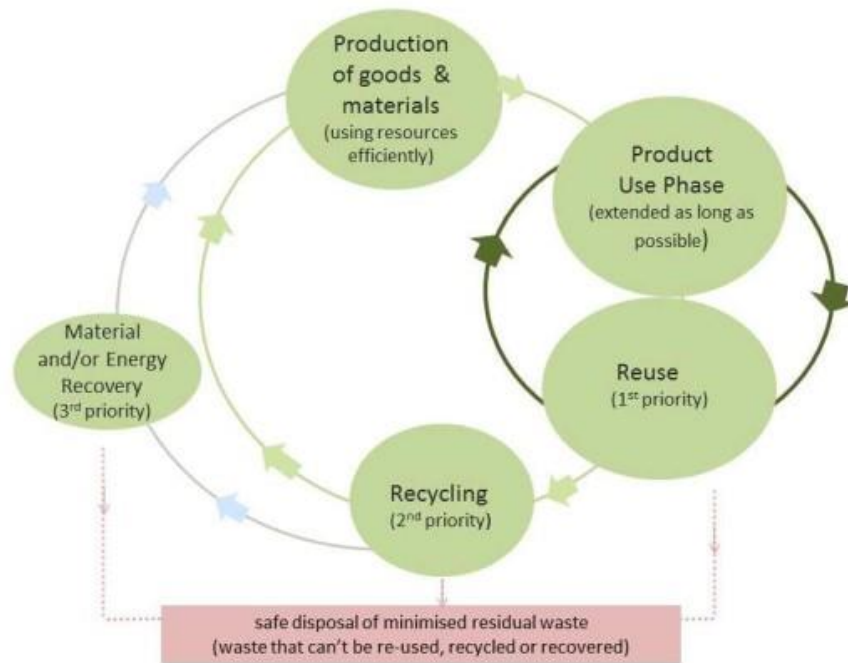


Although regional solid waste management planning has limited ability to influence **upstream environmental impacts** from producing products, it can help raise awareness of upstream environmental impacts and emerging approaches to minimize these impacts<sup>9</sup>. In addition, solid waste management planning should focus on reducing and reusing products as a prime strategy to sustain products' embodied energy and material value. Plans should also aim to minimize the **downstream environmental impacts** associated with managing products at end-of-life. Applying the pollution prevention hierarchy can minimize downstream environmental impacts in combination with other targeted **facility** / technology standards.

The pollution prevention hierarchy supports a **circular economy** approach (see Figure 2) which can create jobs, promote innovation that provides a competitive advantage and help to protect people and the environment.

<sup>9</sup> Including preventing waste through new and innovative business models or through improved design – either for disassembly or for longevity. For more information on circular economy approaches see: <http://www.nzwc.ca/circular-economy/Pages/default.aspx>

Figure 2: Circular economy<sup>10</sup>



## A.2. Provincial Direction for Solid Waste Management in B.C.

### A.2.1. Legislative requirements

Solid waste management planning and implementation is governed by the *Environmental Management Act (EMA)* ([Part 3](#), Sections 23-38).

The EMA requires a regional district to develop a solid waste management plan for approval by the **minister**. The minister:

- ♦ Must be satisfied that there has been adequate public review and consultation<sup>11</sup> during the development of the solid waste management plan before approving the plan
- ♦ May approve all or part of a waste management plan, or an amendment to an existing plan
- ♦ May set conditions for approval, may choose not to approve the plan, or may order that an existing plan be cancelled or amended

<sup>10</sup> Image from Sustainable Solid Waste Management & the Green Economy, International Solid Waste Association, 2013. <http://www.iswa.org/>; See <https://www.ellenmacarthurfoundation.org/circular-economy/interactive-diagram> for an additional graphic

<sup>11</sup> See Section B.1 for discussion of “adequate” consultation and Part F of this Guide for or consultation practices

An approved solid waste management plan authorizes a regional district to manage municipal solid waste and recyclable material in accordance with the plan, including through any conditions set out in **operational certificates**, permits or local bylaws. Regional districts can make bylaws regulating the management of municipal solid waste and recyclable material and can set fees for disposal. Any plan-implementing bylaw deriving authority from the EMA must be approved by the minister before adoption. A regional district is required to undertake consultation on such bylaws<sup>12</sup>. The *Local Government Act* and *Community Charter* also provide regional districts with authorities to establish a service for the regulation, storage and management of municipal solid waste and recyclable material.

While **municipalities** are not required to develop solid waste management plans, they contribute to the regional solid waste management plan and may manage municipal solid waste and recyclable material, including through their own local bylaws.

The private waste management services sector commonly provides waste collection, diversion, recycling and disposal services for regional districts and municipalities through contracting of municipal collection services, and plays a key role in providing services for the industrial, commercial and institutional (**ICI**) sector. Authorizations may be required under the EMA, including through a solid waste management plan, or through regional district or municipal bylaws where applicable.

Part E of this Guide provides more detailed information on legislative requirements, and other legislation and regulations that may impact solid waste management planning and implementation.

### Requirements for public consultation

Section 27 of EMA requires that “a process for comprehensive review and consultation with the public respecting all aspects of the development, amendment and final content of a waste management plan” takes place prior to the minister’s approval. This requirement is important because there is no mechanism to appeal a plan once approved by the minister. Part F of this Guide provides consultation considerations and best practices that should be employed for adequate consultation.

The *Local Government Act* and *Community Charter* require approval of electors for the borrowing of funds necessary to finance any capital works. Provisions of the EMA allow local governments to borrow money without the approval of electors for implementation of an **approved plan**; therefore, the public consultation process must provide opportunities for elector participation during the development and amendment of a plan. The ministry responsible for community development may approve loan authorization bylaws under a plan, provided that:

- the plan has been approved by the minister
- the plan is reasonably current (i.e., amended or reviewed within the last five years)
- the capital projects being borrowed for are identified in the plan, and
- the capital costs related to these projects are identified in the plan

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<sup>12</sup> The minister considers the outcome of consultation in making decisions on bylaws requiring approval.

## A.2.2. Provincial principles for solid waste management

A solid waste management plan provides regional districts—and their residents and businesses—with clear direction on how they will achieve shared solid waste goals. Eight guiding principles<sup>13</sup> with illustrative descriptions are provided for regional districts to follow in developing their solid waste management plan. Regional districts should include additional locally-relevant guiding principles in their solid waste management plans.

### 1. Promote zero waste approaches and support a circular economy

*Encourage a shift in thinking from waste as a residual requiring disposal, to waste as a resource that can be utilized in closed-loop systems. **Zero waste approaches** aim to minimize waste generation and enable the sustainable use and reuse of products and materials. At the local level, look to remove barriers or encourage opportunities that will contribute to towards the establishment of a circular economy.*

### 2. Promote the first 3 Rs (Reduce, Reuse and Recycle)

*Elevate the importance of waste prevention by prioritizing programming and provision of services for the first 3 Rs in the 5 R **pollution prevention hierarchy** (see Figure 1 of this Guide). Implement programs and services that consider provincial and regional targets for waste reduction and environmental protection. Encourage investments in technology and infrastructure, and ensure they occur as high up on the hierarchy as possible.*

### 3. Maximize beneficial use of waste materials and manage residuals appropriately

*Technology, best practices and infrastructure investments should continue to develop to recover any remaining materials and energy from the waste stream, and to manage residuals for disposal.*

### 4. Support polluter and user-pay approaches and manage incentives to maximize behaviour outcomes

*Producer and user responsibility for the management of products can be supported through the provision of market-based incentives, disposal restrictions on industry-stewarded products, zoning to support collection facilities, and support for reuse and remanufacturing businesses. Education and behaviour change strategies aimed at consumers and businesses will help foster further waste reduction, reuse and recycling. For example, user fees can be managed as incentives to increase waste reduction and diversion.*

### 5. Prevent organics and recyclables from going into the garbage wherever practical

*Maintaining a system to prevent organics and recyclables from going into the garbage will provide clean feedstock of greater economic value as well as a potential end product use to the recycling industry, while reinforcing behaviour to reduce, reuse and*

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<sup>13</sup> Order of principles not indicative of prioritization unless otherwise noted.



recycle. Innovation in separation solutions, establishment and enforcement of disposal restrictions or other creative means will influence this approach.

#### **6. Collaborate with other regional districts wherever practical**

*Collaboration on many aspects of solid waste management (e.g., to access facilities and markets, share campaigns and programs) will support the most efficient and effective overall municipal solid waste system.*

#### **7. Develop collaborative partnerships with interested parties to achieve regional targets set in plans**

*Strengthen partnerships with interested parties to achieve regional targets. All waste and recycling sector service providers, associations, and environmental organizations, product stewardship producers and agencies, and waste generators are key interested parties in achieving these targets. Cooperative efforts will optimize successful outcomes. Encourage a marketplace that will complement stewardship programs and drive private sector innovation and investment towards achievement of targets.*

#### **8. Level the playing field within regions for private and public solid waste management facilities**

*Solid waste management facilities within a given region should be subject to similar requirements. A consistent set of criteria<sup>14</sup> should be used to evaluate the waste management solutions proposed by private sector and by a regional district or municipality.*

### **A.2.3. Targets for waste reduction**

The Ministry of Environment has established provincial solid waste management targets that set a direction for regional districts to follow and allow for performance measurement at the provincial level. These targets are adjusted from time to time to reflect current realities and public expectations. The most recent information on provincial targets can be found on the Municipal Waste Management Plans website.<sup>15</sup>

Regional districts should set appropriate regional targets that are

- ♦ achievable
- ♦ time-bound
- ♦ demonstrate continuous improvement over time

Regional district target timelines do not need to align with provincial target timelines (e.g., it may be appropriate to set a 5- or 10-year target locally despite the provincial target date).

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<sup>14</sup> See Part H of this Guide for example criteria to draw upon

<sup>15</sup> <http://www2.gov.bc.ca/gov/content/environment/waste-management/garbage/municipal-waste-management-plans>

As of 2013, the ministry has set two provincial targets for 2020:<sup>16</sup>

- Lower the municipal solid waste disposal rate to 350 kg per person per year
- Have 75% of B.C.'s population covered by organic waste disposal restrictions

These targets were developed after the ministry reviewed provincial disposal data from 2012 and 2013 to see the current state and general trend. Through an analysis of current solid waste management plans in B.C. and consideration of future targets set in plans, the ministry determined that these provincial targets are achievable. Regional districts may set locally relevant targets, including regional municipal solid waste disposal rates.

A similar process will be used to determine new long-term provincial targets as the 2020 target date approaches, i.e.,

- a) review current state and existing trends
- b) analyze current solid waste management plans in B.C. and local targets set within them
- c) based on this information, define achievable interim and long-term targets

The ministry may look to set aspirational provincial targets aimed at promoting continuous improvement for those regional districts who have achieved and surpassed the provincial target for waste disposal.

#### A.2.4. Considerations for Small, Rural Regional Districts

Small and rural regional districts have distinct challenges when it comes to municipal solid waste management. Their populations are more dispersed and fewer in number, leaving them without economies of scale for cost effective servicing. Regional district resources may be primarily focused on improving the solid waste infrastructure and services, leaving fewer resources available to implement zero waste approaches.

While the legislative requirements outlined in this Guide are applicable to all regional districts, the solid waste management plans, regional targets, and programs should align with regional district capabilities and local opportunities. Flexibility regarding the guidance on solid waste management planning is built into this Guide - the ministry's expectation is that regional districts provide rationale for their decisions related to reviewing and amending or renewing their solid waste management plan.

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<sup>16</sup> Provincial targets are subject to change over time. Please refer to current ministry information for the most up-to-date provincial targets.

## B. The Four-step Planning Process

The four-step planning process is shown in Figure 3.

Figure 3: The planning cycle



**Step 1:** Initiate the planning process, including setting the scope, notifying interested parties, establishing advisory committees, and identifying the planning and consultation processes.

**Step 2:** Set the plan direction, including establishing principles, goals and targets, gathering background information, and identifying options for waste management.

**Step 3:** Evaluate options, including reviewing options for managing all forms of waste, consulting with interested parties (including the general public), and determining proposed approaches.

**Step 4:** Prepare and adopt the plan, including submission of the final plan for minister's approval.

**Consultation is not shown as a separate step in the planning process as it should be undertaken across all steps.**

Regional districts may not need or desire to go through four distinct steps in their planning process. However, they should demonstrate that they have undertaken a comprehensive process. Unlike the past, regional districts will not be requested to “check in” with the ministry when moving from one step to the next.

**Plan implementation, monitoring and reporting** takes place after adoption of the plan and continues until such time as the plan requires amendment or renewal.

## B.1. Step 1: Initiate the Planning Process



*The first step is to initiate the planning process by setting the scope, passing a Board resolution to update the plan, notifying interested parties, establishing the planning team and committees, designing the consultation process and establishing a budget.*

Step 1: Initiate the Planning Process	
Initiate the plan update	<ul style="list-style-type: none"> <li>▪ Regional district Board resolution to initiate the planning process</li> <li>▪ Identify the plan area</li> <li>▪ Identify scope of work</li> <li>▪ Notify interested parties and the ministry</li> </ul>
Establish planning team and committees	<ul style="list-style-type: none"> <li>▪ Establish the planning team</li> <li>▪ Establish advisory committee(s)</li> </ul>
Design consultation plan	<ul style="list-style-type: none"> <li>▪ Design the consultation process</li> <li>▪ Public advisory committee provides input into the design of the public consultation process</li> <li>▪ Ensure public consultation requirements will be addressed</li> </ul>
Develop the budget	<ul style="list-style-type: none"> <li>▪ Develop budget for planning process</li> </ul>

### B.1.1. Initiate the plan update

A solid waste management plan is a blueprint for the management of municipal solid waste and recyclable material in the region that identifies regional issues for the next 20 to 25 years while planning for the next 10 years.

All regional districts in B.C. have a solid waste management plan in place, so this Guide focuses on updating or amending an existing plan. The updated plan may be able to draw extensively from the existing plan, or it may be necessary to significantly adjust it. Part D of this Guide includes a suggested template for a solid waste management plan; this can be altered to meet local needs.

Part G of this Guide identifies the roles and responsibilities of the various people and organizations involved with updating a solid waste management plan.

## Resolution to update a plan

The plan process begins when a regional district Board passes a resolution to develop or update a solid waste management plan. Oversight of this process may then pass to the appropriate committee of the Board (and staff).

A typical resolution might be:

*“That the regional district of AA begin the process of updating the solid waste management plan for the entire regional district (including the municipalities of BB and CC), and direct staff to notify the public of its intention to amend the plan and begin a process of consultation on proposed plan amendments.”*

## Plan area

The plan area typically includes a single regional district (see box below).

Note that for waste management, “regional district” includes the Northern Rockies Regional Municipality and the Greater Vancouver Sewerage and Drainage District (Metro Vancouver). The Comox Valley Regional District and the Strathcona Regional District manage waste under a combined Comox Strathcona Waste Management Service.

In some circumstances, it may be desirable for two or more regional districts to create a shared solid waste management plan. At the very least, regional districts may wish to ensure consistency between their plans, especially where there are opportunities to strengthen goals and strategies. Working collaboratively could create some advantages:

- ♦ Regional districts sharing a solid waste management plan could look beyond political boundaries to better enable planning for infrastructure and access to markets so as to capitalize on travel corridors and economies of scale
- ♦ Targets could be set for the whole plan area, and budgets, programs, infrastructure, strategies etc. could be shared, which may result in lower costs
- ♦ Reporting of municipal solid waste disposal rates could happen at the plan level rather than at the regional district level<sup>17</sup>

Regional districts considering this approach should involve ministry staff early on in the process.

## Scope of work

The regional district should determine what aspects of the existing solid waste management plan will be changed (or not). Any aspects of the solid waste management system that will remain unchanged (e.g., the landfill will remain the same) may be out of scope for strategy options and discussion purposes. Information on items that will remain unchanged should still be referenced in the plan to provide opportunity for comment on the whole system during the public consultation process.

## Notification to interested parties

Notifications, with a copy of the regional district resolution, should be sent to all interested parties (see box below). This initial notification states that the plan is being

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<sup>17</sup> An alternative is for each regional district to track its own solid waste disposal.

updated. It should include information such as a contact name / information for the planning team, preliminary information on why the plan is being updated, and any major directions set by the Board regarding the scope of work. Regional districts should also publicize this notice, including in the local media and online.

*List of groups to be directly notified includes but is not limited to the following:*

- Ministry of Environment **Regional Director**
- Other provincial agencies (e.g., local health board, ministries responsible for community services and aboriginal affairs)
- Any regional district that could be impacted by the plan
- Member municipalities
- First Nations within or adjacent to the plan area
- Owners of private waste management facilities and those responsible for materials management and storage (e.g., **haulers**, recycling facility owners/operators (including **collection facilities**), **product stewardship** producers and agencies, waste and recycling sector associations)
- Members of previous public and technical advisory committees (or existing monitoring committee)
- Public and private commercial or institutional organizations that create large amounts of municipal solid waste or non-typical municipal solid waste (e.g., hospitals)
- Organizations with a known interest in waste management (e.g., local environmental organizations)
- Other community organizations (e.g., chambers of commerce)

### B.1.2. Establish planning teams and committees

The planning team leading development of the solid waste management plan will likely require a variety of skills, including familiarity with waste management, engineering, economics and public engagement. There should also be an ability to identify and explain the climate change impacts of proposed options.

#### Advisory committees

Using advisory committees to assist with the planning process helps to ensure that diverse views are represented. Some regional districts appoint both a public advisory committee and a technical advisory committee; however, others find it more efficient and practical to combine these into a single committee (public and technical advisory committee) (Figure 4). Committee membership should be balanced between technical and non-technical members, and between industry / private sector and public members.<sup>18</sup> Ideally, these committees would continue to meet after a plan is implemented (as the plan monitoring advisory committee) and should already be in place when amendments and updates occur.

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<sup>18</sup> In reporting on consultation, the regional district should note who/what organizations were represented on the advisory committees and how and why this represented a fair balance.

Figure 4: Public Advisory and Technical Advisory Committees



Regional districts may also make use of an established community<sup>19</sup> committee (such as an environment committee), provided that representation is balanced and meets the intended terms of reference.

Part F of this Guide includes information on potential committee membership and draft terms of reference. It is important to establish committee terms of reference to ensure that members are clear about their roles and expectations.

#### **Role of the Ministry of Environment**

In the past, ministry staff have been active in the development of solid waste management plans, have participated on committees and have provided direct advice. Many regional districts now have ample experience in solid waste management and planning and may require less support from ministry staff. See Part G.1. of this Guide for more information on roles and responsibilities for solid waste management planning.

#### **Engaging with First Nations**

First Nations participation in the solid waste management planning process may vary across the province. In some regional districts, First Nations who have entered into a modern-day treaty or self-government agreement may form part of a regional district and may have representation on the regional district Board and thus may bring First Nations interests and perspectives to Board decisions. In other regional districts, First Nations may be represented on the public or technical advisory committees, playing an active role in advising and reviewing as the plan is developed. Some First Nations may have servicing agreements with a municipality or regional district and some may be impacted by solid waste management decisions, including facility siting and / or authorizations. Similarly, transfer stations or disposal facilities located on First Nation land may impact the regional solid waste management system.

An engagement strategy for First Nations should be developed as part of the consultation process to outline an approach for sharing information and inviting participation in the preparation of or review of plan consultation documents. Further guidance on consulting with First Nations can be found on the [website](#)<sup>20</sup> of the ministry responsible for aboriginal affairs.

<sup>19</sup> Committees should include members of the public, not just members of the Board.

<sup>20</sup> <http://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations>

### B.1.3. Design the consultation process

Public engagement and input into the solid waste management plan helps ensure that the final plan is robust and well-supported<sup>21</sup>. As well, innovative ideas often emerge from comprehensive engagement. Regional districts should ensure that they have reached out to everyone who may have an interest in, or be affected by, the outcomes of the solid waste management plan.

#### Interested parties

This Guide refers to “public” consultation—meaning everyone who wants to be part of the process. It also refers to “interested parties” (sometimes called stakeholders). These include agencies, organizations and individuals who have a particular interest in solid waste management in the region (see Table 1). This list will vary by regional district.

*Table 1: Interested parties (sample)*

Category	Participants
Government	<ul style="list-style-type: none"> <li>▪ Municipalities</li> <li>▪ First Nations</li> <li>▪ Neighbouring regional districts</li> <li>▪ Federal and provincial agencies</li> </ul>
Waste and recycling service providers	<ul style="list-style-type: none"> <li>▪ Haulers</li> <li>▪ Recycling processors</li> <li>▪ Organics processors</li> <li>▪ Industry associations</li> <li>▪ Product stewardship producers and agencies</li> <li>▪ Owners / operators of disposal facilities</li> <li>▪ Collection facilities</li> </ul>
Environmental organizations	<ul style="list-style-type: none"> <li>▪ Provincial and local groups</li> </ul>
Community interests	<ul style="list-style-type: none"> <li>▪ Community associations and ratepayers' groups</li> <li>▪ Chambers of commerce, local businesses and business associations</li> <li>▪ Consumer groups</li> <li>▪ Educational institutions, school districts</li> </ul>
Waste producers	<ul style="list-style-type: none"> <li>▪ Industrial, commercial and institutional (ICI) interests (especially those producing special waste or large amounts of waste)</li> <li>▪ Out-of-region interests, including sources of waste and receivers of waste products</li> </ul>
Entrepreneurs	<ul style="list-style-type: none"> <li>▪ Innovators, designers of processes to reduce, reuse, recycle or recover waste</li> </ul>
Interested individuals	<ul style="list-style-type: none"> <li>▪ Residents living close to existing or proposed waste management facilities</li> <li>▪ “The public”</li> </ul>

#### Consultation outcomes

<sup>21</sup> Successful implementation of a plan benefits from the support of key players involved with delivering programs, as well as public support for program delivery. This support can be encouraged through the planning process.



The EMA requires regional districts to provide for a “comprehensive” public review and consultation respecting all aspects of the development, amendment and final content of a plan and for the minister to be satisfied there has been “adequate” public review and consultation. The approach to consultation will vary by regional district. At a minimum, the regional district should be making use of online tools (online information and questionnaires for feedback) and local media to seek input, as well as including notification to the public through regular mail-outs, such as invoices or newsletters, and notification in local newspapers and media. Note that not all British Columbians have access to or use the internet, so a variety of notification and feedback methods should be provided.

A sample consultation process is provided in Part F of this Guide, together with some examples of approaches to public engagement. Regional districts should design their public review and consultation approach with input from the advisory committees.

In designing the public review and consultation process, regional districts should aim for the following outcomes:

- ♦ The public and other interested parties are aware of the solid waste management planning process and of all opportunities to provide input
- ♦ The consultation process is transparent, planning documents are publically available (including online) and the rationale for decisions is clear
- ♦ Through documentation of the consultation process, regional districts can show how they have met legislative requirements

When submitting an amended solid waste management plan to the ministry for approval, a regional district should be able to demonstrate, via its consultation report, that “adequate” consultation has occurred as follows:

- ♦ The advisory committee has been involved from the start of the process, beginning at the design stage of the consultation process
- ♦ The consultation process has been inclusive of a wide range of interested parties (including the general public)
- ♦ Interested parties (including the public) have been given ample notice of each of the consultation opportunities through a variety of notification methods
- ♦ The documentation provided sufficient information to enable the interested parties to determine how their interests may be affected
- ♦ Interested parties (including the public) have been provided with sufficient time to respond to draft documents
- ♦ The proceedings and outcomes from the consultation process have been well documented and made available for public review, so that interested parties (including the public) are able to see how the plan addresses their comments or issues

Part D of this Guide includes a consultation summary report template.

#### B.1.4. Develop the budget

Regional district staff will need to develop a budget for the preparation of the solid waste management plan, including support to the advisory committees and the consultation process.<sup>22</sup>

Regional districts may contact the provincial ministry responsible for community services to identify any grants that may be available to support the development of solid waste management plans. Federal funding may also be available.

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<sup>22</sup> When looking at the need for budget, regional districts may also consider if there is a need to provide support funding for some groups to allow them to fully participate in the advisory committee and consultation process. This might include covering the costs of travel to meetings, or a small stipend for committee members.

## B.2. Step 2: Set the Plan Direction



*The second step is to set the direction for the plan. What are the principles, goals and targets that will drive decisions? How is the current waste management system working, are there challenges that will need to be addressed, or opportunities that should be considered?*

Step 2: Set the Plan Direction	
Identify principles, goals and targets	<ul style="list-style-type: none"> <li>Establish locally relevant guiding principles, goals and targets that are complementary to provincial principles, goals and targets</li> </ul>
Prepare background information	<ul style="list-style-type: none"> <li>Assemble information on the region's population and growth, and pertinent social and economic trends</li> </ul>
Assess the current solid waste system	<ul style="list-style-type: none"> <li>Describe and analyze the current waste management system</li> </ul>
Consider trends that are impacting solid waste management	<ul style="list-style-type: none"> <li>Look at industry trends</li> <li>Consider local factors that are impacting solid waste management</li> <li>Identify challenges and opportunities</li> </ul>
Consult the public	<ul style="list-style-type: none"> <li>Seek input from advisory committees and other interested parties</li> </ul>

### B.2.1. Identify principles, goals and targets

The solid waste management plan should be founded on locally-relevant guiding **principles**, which are clearly stated in the plan. Principles should be developed in consultation with the advisory committees and interested parties as part of the consultation process. Guiding principles should be consistent with the provincial guiding principles outlined in Part A.2.2 of this Guide; however, if the provincial guiding principles are modified or not included, clear rationale for these decisions should be provided to the ministry.

**Goals** are the long-term aims to be achieved as an outcome of the plan. **Targets** are a way of measuring progress. For example, if the goal is 'zero waste', a target might be to reduce the annual per person disposal rate to xx kg by 2025.

Local goals and targets should be developed with extensive input from advisory committees and the public consultation process and ultimately should support provincial targets.

Examples of goals include:

- ♦ "Support circular economy approaches"
- ♦ "Minimize environmental impacts of solid waste management to air, water and land"

- ♦ “Responsibly manage residuals”
- ♦ “Increase awareness of waste prevention”

At least one target should focus on disposal.<sup>23</sup> Measuring progress towards targets should include materials that move out of region. Examples of targets include:

- ♦ “Achieve an annual disposal rate of xx kg per person by (year)”
- ♦ “Reduce contamination rates from xx to yy by (year)”
- ♦ “Eliminate disposal of organics to landfills by (year)”
- ♦ “Establish landfill bans for wood waste (or other materials) by (year)”
- ♦ “Reduce wildlife issues at landfills from xx incidents to yy incidents per year by (year)”
- ♦ “Reduce greenhouse gas emissions from the landfill and landfill operations by xx% by (year)”<sup>24</sup>

Regional targets should have clear timelines and results should show continuous improvement towards the targets.

### B.2.2. Prepare background information

The background information in the plan provides an overview of the regional district. This information could include:

- ♦ A map of the region showing participating municipalities, First Nations and adjacent regional districts
- ♦ Pertinent information from official community plans, regional growth strategies and other regional documents (e.g., relating to airshed management or emergency debris management)
- ♦ Population statistics (current and projected for the next 10–20 years)
- ♦ Economic base (major drivers of the economy, especially as they relate to waste generation)
- ♦ Topography, including any physical constraints affecting waste management
- ♦ Climate adaptation and mitigation considerations for the region, especially as it relates to waste management

This information could be useful as a brief introduction for the purpose of consulting with interested parties (including the public). A summary of this information may be written into the plan itself.

### B.2.3. Assess the current solid waste management system

The ministry recommends regional districts conduct a comprehensive review of their system, including programs by both public and private sector operators, and include information on:

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<sup>23</sup> A measure of disposal captures reduction and reuse activities and allows for better comparisons across jurisdictions. Diversion is a good measure of recycling activities but methodologies vary, making interjurisdictional comparisons problematic.

<sup>24</sup> Consider targets in context to the [Greenhouse Gas Reduction Targets Act](#).

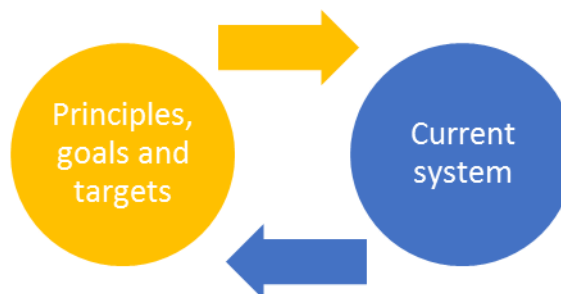
- ♦ The sources, composition and quantities of municipal solid waste generated within the planning area and / or transported into the planning area for management<sup>25</sup>
- ♦ Any materials that are not typical municipal solid waste that may be handled at municipal solid management waste facilities in the region<sup>26</sup>
- ♦ How “reduce” and “reuse” is addressed by the current system
- ♦ Collection pathways for recycling, recovery and **residual management**
- ♦ The existing and planned solid waste management capacity, including remaining available capacity within the system and projected needs of the region
- ♦ Product stewardship programs within the region
- ♦ Education programs, including those supporting behavioural change

This review also provides an opportunity to look at what is or is not working well:

- ♦ What are the strengths of the existing system (what is working well, should be retained / enhanced)?
- ♦ What are the areas for improvement in the existing system (what is not working well, needs improvement or a new approach)?
- ♦ Has the existing plan been implemented as expected?
- ♦ Is the region on track to meet the targets it set previously?
- ♦ Are there information gaps to be filled?

Creating the plan is an iterative process. The principles, goals and targets will provide a “lens” through which to look at the current system, while reviewing the current system will influence goals and targets—how can the region do better?

*Figure 5: Plan Development as an Iterative Process*



<sup>25</sup> Note that sensitive market data may not be available to this assessment.

<sup>26</sup> There may be other waste streams, under certain circumstances, which pass through disposal facilities that do not fall under the regional districts solid waste management plan. These other waste streams are managed through the operational certificate or another site specific authorization(s) from the province.

#### B.2.4. Consider trends affecting solid waste management

The waste management sector continues to evolve. An increasing number of products are recyclable in some way, and many are subject to Extended Producer Responsibility legislation in B.C., requiring manufacturers to manage these products at their end-of-life. Markets for recyclables fluctuate, and the economic viability of recycling products can change over time. No one can predict the future, but the planning team and advisory committees should look at trends that they are aware of, including global and local market conditions and risks, and consider their impact on the future of waste management and recycling markets in the region. It is helpful to engage the private sector in discussions on emerging opportunities and technologies.

#### B.2.5. Consult the public

Regional districts should consult with the public on the proposed principles, goals and targets. Current system and future trend information should also be presented. This can be an opportunity to seek ideas on opportunities to improve solid waste management.

### B.3. Step 3: Evaluate Options



*The third step is to identify feasible strategies and evaluate their practicality for the solid waste management plan.*

Step 3: Evaluate Options	
Develop potential strategies	<ul style="list-style-type: none"> <li>Identify a full range of possible strategies to achieve the targets</li> <li>Consider the practicality and benefits / challenges of these strategies</li> </ul>
Assess the financial and administrative impacts	<ul style="list-style-type: none"> <li>Consider the financial and administration impacts of the solid waste management system, including the new proposals</li> </ul>
Consult the public on the strategy options	<ul style="list-style-type: none"> <li>Conduct a public consultation process that allows ample opportunity to provide input</li> </ul>

#### B.3.1. Develop potential strategies

Understanding the strengths and areas for improvement of the current system, trends in the solid waste sector, and what the region would like to achieve, helps to identify aspects that would need improvement in order to meet the proposed targets.

Part H of this Guide provides a non-exhaustive list of sample solid waste management strategies for each level of the pollution prevention hierarchy. Potential strategies can be developed and modified with extensive input from advisory committees, the public and all other interested parties.

In order to move from a list of potential strategies to a list of preferred strategies to be included in a draft solid waste management plan, the regional district should carry out a detailed evaluation of options. Part H of this Guide also includes some considerations for evaluating strategy options. This list may also be drawn upon when considering how to ensure a level playing field between public and private facilities.

#### B.3.2. Assess the financial and administrative implications

Regional districts are responsible for financial planning for the lifecycle of their solid waste management system. Regional districts (as well as municipalities) have the ability to enact service establishing bylaws and either provide a solid waste management service in-house or contract it out. Funding for the strategies identified in a solid waste management plan has been typically provided through a combination of tipping fees, taxation, utilities, levies, grants or other means. A financial strategy that works in one region may not be suitable for another.

Regional districts should be consulting with interested parties on the financial and administrative implications of their solid waste management system, including anticipated borrowing for capital projects and cost recovery. Timelines and cost information for options to meet updated targets should be provided to the public and business so that they can understand how they might be impacted. Regional districts should be able to demonstrate support for their approach when submitting the plan for the minister's approval. Regional districts and member municipalities should work together to provide cost effective, consistent, and efficient services and policies across the region. The ministry recommends that they also explore partnership opportunities with the private sector and encourage innovation and investment in the marketplace.

**Triple bottom line** cost estimates should be developed which provide detail on capital, operating and life cycle costs for processing, treatment and disposal systems. The ministry responsible for community development may be able to provide guidance to the regional district in this area.

### B.3.3. Consult the public and interested parties on the options

There should be ample opportunity for the public to provide input into the proposed options, and to identify their support (or not) for each of these. If not already provided, regional districts should include opportunities for people to comment on the principles, goals and targets at this time. Records should be maintained of comments provided by the public and all other interested parties as well as the regional district's response to this input and rationale for decisions. The public consultation report template (see Part D of this Guide) provides a suggested format.



## B.4. Step 4: Prepare and Adopt the Plan



*The fourth step is to finalize the draft plan with public input, submit this to the minister for approval and formally adopt the approved plan.*

Stage 4: Plan Preparation and Adoption	
Prepare draft plan	<ul style="list-style-type: none"> <li>▪ Confirm preferred strategies with advisory committees</li> <li>▪ Prepare draft plan</li> <li>▪ Review draft plan with advisory committees, adjust as needed</li> </ul>
Consult the public	<ul style="list-style-type: none"> <li>▪ Make draft plan available for public comment</li> <li>▪ Revise plan with public input and consult again if needed</li> </ul>
Prepare plan for submission	<ul style="list-style-type: none"> <li>▪ Share with ministry regional staff as appropriate</li> <li>▪ Prepare consultation summary report and complete checklist</li> <li>▪ Corporate Officer signs certification form</li> <li>▪ Submit draft plan package to Board for their review</li> </ul>
Submit plan to Ministry for approval	<ul style="list-style-type: none"> <li>▪ Include checklist, certification form, and consultation summary report</li> </ul>
Ministry review and approval	
Board adoption	<ul style="list-style-type: none"> <li>▪ Following ministry approval, Board formal adoption of the final plan, including any conditions</li> <li>▪ Make the final plan and any conditions publically available, including on regional district website</li> </ul>

### B.4.1. Prepare draft plan

A solid waste management plan is written with three audiences in mind:

- ♦ The minister (and ministry) who reviews and approves the plan
- ♦ The regional district board and staff, to provide them with direction for solid waste management in their region
- ♦ The public and interested parties, so that they understand (and can provide input into) solid waste management

Feedback from public consultation will inform the regional district's decision on preferred strategies for managing solid waste. These strategies should be discussed and confirmed with the advisory committees.

Once the overall approach has been confirmed, the plan can be drafted for public review and comment. Part D of this Guide provides a sample template for the written plan.

Recognizing that plans contain operational details as well as higher level goals, the ministry suggests that a solid waste management plan includes schedules in order to allow for minor revisions to be made within the 10-year plan timeframe. This would allow a regional district to consult on and seek minister approval for amendments to a part of the plan rather than the entire plan.

#### **Creating a “living” document**

Because EMA does not specify what must go in an approved plan, regional districts have flexibility around details that may be included in the plan. In creating the plan, consider what information should go into the main part of the plan and what could go into plan schedules, or what could be communicated outside of the plan.

Minor items that are likely to be amended during the 10-year life of the plan may be placed into schedules for easier amendment.

Examples include:

- Additional facilities integral to the regional waste management system such as transfer stations
- Plan implementation schedule
- Plan monitoring committee terms of reference
- Plan dispute resolution procedures
- Inventory of closed disposal facilities

Aspects of administrative and operational processes or content meant primarily to inform the public may not need to be included in a plan for approval. If a regional district wanted this information associated with their plan, the regional district could append an additional schedule to the plan with a note to indicate that it does not form part of the plan and is for information only.

Examples include:

- Product stewardship programs and collection facilities in the plan area
- Links to municipal and regional district bylaws respecting waste management, including a listing of current tipping fee information
- Plan alignment with other legislation, guidance documents or regional plans

There may be a desire to regularly update this type of content to communicate with the public, but this could be done outside of the minister approval process if the content is not contained within the plan or plan schedules.

### **B.4.2. Consult the public on the draft plan**

The completed draft of the plan should be reviewed by advisory committees and the public, then revised with input from that process to form a final draft plan. Where applicable, consultation should include pending zoning decisions related to siting of any new facilities identified in the plan<sup>27</sup>. Records should be maintained of comments provided by the public and all other interested parties as well as the regional district’s response to this input and rationale for decisions. The public consultation report template (see Part D of this Guide) provides a suggested format.

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<sup>27</sup> Zoning decisions for facilities that are not known at the time of plan development (i.e. facilities that are proposed under waste stream management licences) would occur separately under an appropriate consultation process.

## Reaching consensus on the plan

It is unrealistic to expect everyone involved in the process to agree on approaches to solid waste management planning in the region. For example, one neighbourhood may feel unfairly burdened by having a facility located close by. Different sectors may disagree on the “best” approach. Full and entire agreement by all interested parties (complete consensus), is not required for a plan to be finalized and submitted to the minister for approval. Rather, there should be a demonstration that interested parties were consulted during the development of the plan and that the outcome of consultation was considered in the finalization of the plan.

Additional consultation may be required on contentious strategies, or a dispute resolution process may be necessary. Part G of this Guide includes a sample dispute resolution process.

A good consultation process will support plan development by keeping interested parties focused on achieving shared goals and ensuring there is sufficient open dialogue to let everyone know that their views have been heard, even if they are not in support of the final decisions. Clear rationale for why final decisions have been made should be shared with those who provided input during the planning process.

### B.4.3. Prepare final draft for submission

#### Finalize the draft plan

After revising the draft plan based on public input, the final draft should be reviewed by the advisory committees.

The regional district may choose to share the draft plan with ministry regional staff prior to submitting to their Board. This allows ministry staff to review and provide any recommendations back to regional district staff before the plan is considered by the Board.

#### Prepare the plan review checklist

Completing the plan review checklist (see Part G of this Guide) serves two important functions:

- ♦ It provides an internal review by the regional district, assuring them that all appropriate steps have been taken
- ♦ It assures the ministry that the regional district has considered this Guide’s recommendations in preparing the plan

Part D of this Guide provides a corporate officer certification form, which includes an affirmation of the above as well as a statement that public consultation requirements have been met. It should be signed and included with the plan submission package.

## Prepare the public consultation summary report

With the completion of the consultation process, a regional district should be able to demonstrate that adequate<sup>28</sup> public consultation has occurred. A consultation summary report should be submitted to the minister for review as part of the plan submission package. The consultation summary report should include information on the consultation process and the process followed to arrive at the preferred strategies.

If there are challenges in gathering public comment (e.g., a lack of feedback), the report should document how due diligence was used to try and engage the public.

Part D of this Guide provides a template for a consultation summary report.

## Board review

The final draft of the solid waste management plan should be approved by a resolution of the Board to receive the plan and submit it to the minister for review.

A sample resolution is:

*“That the Regional District of AA submit the solid waste management plan (title, date), as approved by the Board on (date), to the Minister of Environment for review and approval.”*

### B.4.4. Ministry review and approval

The final draft plan should then be submitted to the minister, together with the completed checklist, corporate officer certification form and consultation summary report.

Depending on the complexity of the plan and ministry resources, review and approval by the minister may take several months or longer. The region’s existing solid waste management plan remains valid until the new plan is approved.

The minister may or may not approve the plan and if approved, the plan may or may not have conditions.

When reviewing a solid waste management plan, the minister and staff may look at the following aspects:

- ♦ Does the plan meet all legislative requirements and policy intent?
- ♦ Has there been adequate public consultation during the development of the plan? What are the consultation outcomes and are there outstanding concerns?
- ♦ How does the plan help to meet the provincial waste management targets?

The checklist in Part G of this Guide provides a more detailed list of items that ministry staff consider when making their recommendation to the minister.

Approval of the plan occurs when the minister issues a letter of approval. This letter may incorporate additional requirements as conditions of plan approval. At this point

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<sup>28</sup> See consultation outcomes in section B.1.3

the plan monitoring committee (see Part B.1 and Part F of this Guide) should be activated to ensure proper plan implementation.

#### B.4.5. Final adoption

Once the plan is approved by the minister, the Board will need to formally adopt the plan and any conditions the minister may include.

The final solid waste management plan (including conditions) should be readily available on the regional district website and hardcopies available at the regional district and municipal offices.

## C. Plan Implementation, Monitoring and Reporting



*This section includes considerations for implementing an approved plan.*

### C.1. Plan Implementation

The plan should include the following implementation information.

- ♦ **Phasing:** a schedule for the installation or expansion of residual management capacity and for implementing plan strategies, including any phase out or closure timelines. Flexibility should be incorporated into this schedule in order that the regional district may respond to changing technology or solid waste volume and character
- ♦ **Bylaws:** requirements for new or amended bylaws (regional district or municipal)
- ♦ **Operational certificates (OCs) and licences:** requirements for new or amended operational certificates and licences

Under the EMA, where a requirement for bylaw development includes minister approval, a regional district should be able to demonstrate that the bylaw was developed with input from the regulated party and the public, and provide rationale for the bylaw, based on the consultation outcome.

Following final adoption of the plan, the regional district should consult with the Regional Director regarding finalization of OCs and any applicable **waste stream management licences**.

Unless otherwise approved by the minister:

- ♦ OCs are issued by a **Director** (or a Director's delegate) to deal with the environmental protection aspects of disposal facilities, recovery facilities accepting unsorted municipal solid waste and, in some cases, transfer stations
- ♦ The following licences may be issued by the regional district, to deal with financial and operational control issues of concern to the regional district and community:
  - ♦ waste stream management licence (WSMLs) for recovery and disposal facilities, including most transfer stations, that are involved with recyclable material and/or municipal solid waste
  - ♦ **recycler licence (RL)**, for sites and facilities involved in the processing of recyclable material

- ♦ **hauler licence (HL)**, for vehicles hauling recyclable material or municipal solid waste within or through the regional district

Where a regional district does not wish or need to implement bylaws related to licensing sites or facilities, requirements for all aspects of the sites or facilities may be included in the OC. Where a site or facility requires both an OC and a WSML, care should be taken to ensure that the documents are compatible and do not generate confusion. In cases of conflict, the OC will prevail.

See Part G of this Guide for more information on OCs and licences.

### C.1.1. Dispute resolution

Every regional district should establish and consult on a dispute resolution procedure for dealing with disputes arising during implementation of the plan.

The procedure should address disputes involving an administrative decision made by the regional district in the issuance of a licence, interpretation of a statement or provision in the plan, or any other matter not related to a proposed change to the actual wording of the plan or an operational certificate.

See Part G of this Guide for a sample dispute resolution procedure.

## C.2. Compliance and Enforcement

Under EMA section 120(11), it is an offence to contravene an approved waste management plan. Administrative monetary penalties<sup>29</sup> may be used in cases where a regional district does not manage municipal solid waste and recyclable material at a site in accordance with EMA section 25(2). The ministry's compliance policy will be followed for facilities with authorizations under the EMA. Part E of this Guide sets out provisions in EMA and other legislation that provide authority for regional districts to enforce aspects of their plans.

Solid waste management plans may include a strategy for illegal dumping, demonstrating the commitment of the regional district (and municipality) to identifying and cleaning up illegal dump sites within the planning area through the utilization of local enforcement authority.

Regional districts may develop a strategy to promote compliance with their plan. This should identify all parties that contribute to the achievement of plan goals and targets and describe actions the regional districts could take to encouraging those parties to do their part. These may include such things as:

- ♦ Education targeted to households and businesses regarding banned material
- ♦ Campaigns to support behavioural change (e.g increasing diversion)
- ♦ Tagging of contaminated containers and positive reinforcement
- ♦ Fines levied on contaminated loads at disposal facilities

<sup>29</sup> As per EMA's Administrative Penalties (Environmental Management Act) Regulation, B.C. Reg. 133/2014.

- ♦ Voluntary agreements with haulers and facilities to provide disposal data for the region
- ♦ Licensing (waste stream management, recycler, hauler)
- ♦ Illegal dumping information campaigns
- ♦ Enforcement activities for bylaw offences (e.g., illegal dumping)

### C.3. Plan Monitoring and Reporting

#### C.3.1. Plan monitoring advisory committee

Before adoption of the approved plan, the regional district should establish a plan monitoring advisory committee whose members reflect:

- ♦ The geography, demography and political organization of the plan area
- ♦ A balance between technical and non-technical interests
- ♦ Continuity with the public advisory committee, if possible through inclusion of members of that committee who have experience gained in development of the plan

The terms of reference for the plan monitoring advisory committee (see sample in Part F of this Guide) should include:

- ♦ A mandate to advise the regional district on all matters involving monitoring the implementation of the plan and evaluating its effectiveness
- ♦ A structure and procedures similar to that of the plan development advisory committees

The regional district should submit its proposed terms of reference for the plan monitoring advisory committee for review by the existing advisory committee(s).

#### C.3.2. Annual reporting

Regular reporting is important because it helps to keep solid waste management plans current and focuses attention on whether the plan is achieving its goals and targets. As well, it provides a way to provide information to interested parties and keep an ongoing conversation around continuous improvement of the solid waste management system.

Regional districts are asked to provide annual reporting of waste disposal information to the Province via the ministry's municipal solid waste disposal calculator.<sup>30</sup> In addition, it is helpful to prepare an annual or biennial<sup>31</sup> report to the regional district board (and public) on topics determined to be of interest and relevance in the region. For example, the report could look at:

- ♦ How the region's programs support the pollution prevention hierarchy, especially the first three Rs (reduce, reuse, recycle)

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<sup>30</sup> The ministry sends out a request for data to regional districts on an annual basis.

<sup>31</sup> Once every two years.



- ♦ How the plan contributes towards economic development, with emphasis on the reuse and recycling sectors
- ♦ Any challenges or opportunities identified within the waste management system
- ♦ Monitoring data for closed sites
- ♦ Compliance activities
- ♦ Greenhouse gases emitted and avoided (through capture and reuse) at facilities in the regional solid waste system
- ♦ Spills, leaks and leachate collected at facilities
- ♦ Wildlife interactions and control measures

As some of this information may be required to be reported elsewhere (e.g., as part of the operational certificate conditions), the regional district will need to determine if they will collate the information to provide a comprehensive report on the solid waste management system activities or simply point the public to the information source.

### C.3.3. Five-year effectiveness review

Regional districts should plan for and carry out a review of their plan's implementation and effectiveness after five years. This review should result in a report that is made publically available (including online). The ministry may request a review of the evaluation prior to public posting but otherwise it does not need to be submitted to the ministry. Items to review / report on may include the following:

- ♦ Overview of all programs or actions undertaken in first five years to support the plan goals and targets, including status (started, in progress, complete) and implementation costs for each
- ♦ Description and forecasted budget for programs or actions not yet started and status (implementation delayed, implementation on schedule, implementation cancelled due to circumstances or decisions affecting the need for or feasibility of undertaking the actions at all)
- ♦ Five-year trend information for waste disposal per person
- ♦ Five-year summary of economic development related to plan implementation
- ♦ Five-year trend of greenhouse gases emitted and avoided (landfill gas capture and reuse, flaring, or waste diversion)<sup>32</sup>
- ♦ Summary of any compliance activities taken, spills, leaks and leachate collected at facilities, and wildlife incidences over the past five years
- ♦ Any significant changes related to the regional growth strategy or changes to large industry and businesses operating in the area that might impact the solid waste management system over the next five years

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<sup>32</sup> Emitted Emissions would be derived either from in-situ measurements or from modelling/estimates. Avoided emissions could stem from landfill gas capture (measured on site, modelled or estimated), flaring (measured/modelled with conversion factor for methane to CO<sub>2</sub>), or waste diversion (modelled baseline vs project). For further information see [http://www.env.gov.bc.ca/epd/codes/landfill\\_gas/](http://www.env.gov.bc.ca/epd/codes/landfill_gas/)

- ♦ Based on the plan data from the first five years, an analysis of what is working well (strengths) and challenges to meeting plan goals and targets. Ideally the data would indicate continuous improvement over the five years. If things are working well, the regional district might consider amplifying those successes. If not, what is the rationale and what changes need to be made that would promote continuous improvement?
- ♦ Based on the analysis, any recommended revisions that the regional district would like to make to the plan and next steps to amend the plan (consultation and minister approval)

### Third party reviewers

The review could involve a third party to evaluate the plan's effectiveness, provide recommended updates if needed, and share the findings and recommendations publicly. Some considerations in engaging a third party to participate in the five-year effectiveness review include:

- ♦ Level of stakeholder sensitivity / controversy with plan strategies
- ♦ Level of in-house capacity to gather all the plan data and produce a public report
- ♦ Ability to objectively analyze plan performance

## C.4. Plan amendments and 10 year plan renewal

The minister must approve any amendment to an approved solid waste management plan and must be satisfied that adequate public review and consultation has occurred. This Guide refers to major amendments as those that require changes to the body of the plan, and minor amendments as requiring changes to those plan schedules which are identified as part of the plan.

At the end of the 10-year plan lifecycle, a regional district should complete a full plan renewal that may require both major amendments to the plan and minor amendments to plan schedules. Purely administrative provisions (such as a list of applicable bylaws) may be appended to the plan if desired and identified as not forming a part of the plan.

### C.4.1. Major amendments to the plan

Substantial changes to an approved solid waste management plan require a plan amendment, with public review and consultation and minister's approval as outlined in this Guide. Within a 10-year planning cycle, major amendments may not be required (e.g., a regional district may wish to delay making major amendments until the plan is renewed). Major amendments may be made at any time, however.

Substantial changes to the solid waste management system (that would trigger a full plan (major) amendment) may include:

- ♦ The opening (or changes to the location or status) of a site or facility:
  - ♦ That is included in a regional district's solid waste management plan and requires an authorization under the EMA<sup>33</sup>, or

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<sup>33</sup> Composting facilities may be authorized under a solid waste management plan as outlined in the Organic Matter Recycling Regulation. (Other examples could include facilities subject to the Storage of

- ♦ any other facility that could have an adverse impact to human health or the environment
- ♦ Waste import / export options which would significantly impact the regional district's or neighbouring regional district's solid waste system(s)
- ♦ Changing disposal targets or reductions in programs supporting diversion
- ♦ A change in the boundary of the plan, which would significantly change the amount of solid waste to be managed under the plan or significantly change the population of the plan area
- ♦ The addition, deletion or revision of policies or strategies related to the conditions outlined in the minister's approval letter
- ♦ Major financial changes that warrant seeking elector assent

### C.4.2. Minor amendments to plan schedules

It may be desirable to make minor amendments to the schedules of an approved solid waste management plan during the 10-year plan cycle in order to keep information up to date. A plan can be written to incorporate flexibility with respect to minor amendments. Information that is likely to change (such as the plan implementation schedule) can be included in schedules to the plan, so that they can be altered without having to amend and obtain approval on the entire plan. Schedules should contain an outline for how they may shift in minor ways as well as a procedure that will be followed for notifying or consulting with interested parties (including the public) on these minor amendments. Amendments to schedules that are part of the plan require minister approval; however, as only the schedule(s) being amended require approval, the process will be streamlined.

### C.4.3. Renewing a solid waste management plan

The ministry suggests that a plan is renewed every 10 years, regardless of whether major amendments are anticipated, to ensure that it reflects current practice and realities in solid waste management. The renewal process should include the four steps described in this Guide, including a full public consultation process and plan approval by the ministry. On or before the 10-year anniversary of the current plan's approval, the Board should pass a motion to initiate a new planning process. During this new planning cycle and until such time as an amended plan is approved by the minister, the existing approved plan should be followed.

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Recyclable Material Regulation or that have site specific permits issued under EMA.) An amendment to the solid waste management plan to include a facility not originally contemplated would require public consultation and follow subsequent steps in Stage 4 Plan Preparation and Adoption (regardless of whether a waste stream management licence (WSML) would apply to the facility). The regional district would work with ministry staff to draft the operational certificate for that facility once consultation has occurred.

## D. Sample Templates

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D.3. Template: Certification from Corporate Officer .....	65

*D.1. Template: Solid Waste Management Plan*

## Regional District XX Solid Waste Management Plan

Prepared by:

*(include version details during plan preparation phase)* Draft/Final Date:

*(replace version details with the date of plan approval)* Date approved by Ministry of  
Environment:

Note that this is a template only; regional districts may adjust the format and content of this template to suit their needs. Instructions for filling out this template are provided in italics and should be removed from final report. Bracketed text may be included optionally, depending on the unique circumstances in the region.

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# 1. Introduction

In British Columbia, regional districts develop solid waste management plans (plans) under the provincial *Environmental Management Act* that are long term visions of how the regional districts would like to manage its solid wastes in accordance with the pollution prevention (5 R) hierarchy. This plan will be renewed on a 10-year cycle to ensure that it reflects the current needs of the regional district (RD), as well as current market conditions, technologies and regulations.

The (*Regional District Name*) prepared their first solid waste management plan in (*year*) and amended that plan in (*year(s)*). The history of the planning process is discussed further in section x. This draft document represents the most recent amendment of the (*RD's*) solid waste management plan and once approved by the Province (along with any approval conditions), becomes a regulatory document for solid waste management and serves to guide solid waste management related activities and policy development in the (*RD*). In conjunction with regulations and operational certificates that may apply, this plan regulates the operation of sites and facilities that make up the region's waste management system (see section 2.2).

## 1.1. Guiding principles

The principles guiding the development and implementation of this plan are (*RDs may replace this list with their own set of guiding principles that are complementary to the provincial set*):

- ♦ Promote zero waste approaches and support a circular economy
- ♦ Promote the first 3 Rs (Reduce, Reuse and Recycle)
- ♦ Maximize use of waste materials and manage residuals appropriately
- ♦ Support polluter and user-pay approaches and manage incentives to maximize behaviour outcomes
- ♦ Prevent organics and recyclables from going in the garbage
- ♦ Collaborate with other regional districts wherever practical
- ♦ Develop collaborative partnerships with interested parties to achieve regional targets set in plans
- ♦ Level playing field within regions for both private and public solid waste management facilities

## 1.2. Pollution prevention hierarchy and targets

This plan adopts the 5 R pollution prevention hierarchy (see Figure x) (*or replace with own hierarchy*). Strategies to address each tier in the hierarchy are laid out in section x. Implementation of these strategies over the plan's 10-year timeframe is expected to contribute to the provincial disposal rate target of (*350 kg per person*), and result in achievement of the following regional target(s):

- ♦ Municipal solid waste disposal rate (kg per person) by (*20xx*) (include interim MSW per capita disposal rates as necessary)
- ♦ (Organic material disposal restrictions, compliance rates, contamination rates)
- ♦ (Other material disposal restrictions, compliance rates, contamination rates)
- ♦ (Diversion targets)
- ♦ (Food waste or other material reduction targets)
- ♦ (GHG reductions)
- ♦ (Other)

## 2. Background

### 2.1. Plan history

The (RD's) first solid waste management plan was approved by the ministry in (year). The ministry has since approved (an) amendment(s) in (year). The main drivers for developing a new plan include:

- ♦ Current challenges
- ♦ Opportunities identified during planning and consultation process
- ♦ Multi-jurisdictional opportunities (an analysis of efficiency/consistency opportunities with neighbouring regional districts and any options that will be pursued)

The current planning process was initiated in 20XX. Schedule x includes links to all the planning technical reports and the public consultation report. Participants in the planning process included:

- ♦ Plan team: RD staff (and consultants) coordinated the planning process, participated directly in the development of technical reports and conducted the consultation with interested parties
- ♦ RD Board: reviewed, commended and approved documents that resulted from the planning process, and provided direction to staff and consultants
- ♦ Public and Technical Advisory Committee(s): reviewed information associated with the planning process and provided input to staff and the Board
- ♦ Interested parties (including the public): were kept informed during the plan development and participated in consultation opportunities to provide input to the plan team and Board

### 2.2. Plan area

The plan applies to the geographic area of (RD) (see Figure x). All strategies and actions in the plan apply to the following members of the (RD): (*list municipalities and electoral areas*). In addition, solid waste management services are provided to (*e.g., xx First Nations and / or areas outside of the RD*).

Detailed information regarding the population, geography as it impacts solid waste management, growth and economic development as it relates to waste can be found in the Plan Framework report (see link in Schedule x). Significant projected changes over the next 10 years to the population, growth and economic development include (*list*).

#### Existing facilities

Municipal solid waste in the region can be directed for management to any authorized site or facility identified in the plan. Authorized sites or facilities are shown on Figure x and include: (*list*)

- ♦ List facilities or sites included in this solid waste management plan that require an authorization under the EMA
- ♦ Identify other facilities that are outside of regional district boundary or control (assuming those facilities have appropriate authorizations in place and / or are approved under a solid waste management plan that meets or exceeds B.C. legislation)

Schedule x lists other facilities integral to the regional waste management system as well as the location and stage of closure of landfills and / or dumps previously operating in the region.



## Future facilities

Municipal solid waste in the region may be directed for management to any new site or facility contemplated by this plan provided the new site or facility follows the process for development as outlined herein.

New sites and facilities specifically contemplated in this plan include: *(list)*

The process for development of new sites and facilities shall include but not be limited to:

- ♦ An appropriate procurement process
- ♦ Ensuring that authorizations (including OCs, licences and registration under OMRR) are obtained as necessary, and that any requirements from other levels of government are also met
- ♦ Environmental assessment, including an assessment of human health risk acceptable to the applicable health authority and public consultation, as may be required by provincial and federal regulations
- ♦ Public consultation on new (or amended) sites or facilities that require authorization under the EMA
- ♦ Any additional assessment as laid out in the minister's conditions for approval of this plan

The addition of new sites or facilities not contemplated in this plan will require an amendment to the plan.

## 2.3.Waste generation and management

*(suggested text – provide a high level summary from the technical reports on the current waste management system)*

Over the past (10) years, the (RD) waste disposal rate has ranged from (high to low) as shown in Figure x (annual disposal rate trends available from [Environmental Reporting BC](#)). The most recent waste characterization study completed for the region in (20XX) *(or describe other methodology to arrive at estimates)* showed approximately x% of the volume is attributed to residential (including multi-family) and x% to institutional, commercial, construction, renovation and demolition. It is estimated that approximately x amount of waste moves out of the region to (x,y,z facilities) and x amount of waste moves into the region for disposal from (x,y,z areas).

*(RD may also want to summarize future trend information such as trends and proposals that will affect solid waste management in the region, or anticipated changes for the next 10–15 years (weight, volumes, materials, processing and/or reference a link to more detailed study).)*

In (RD), the following organizations contribute to municipal solid waste management *(customize for RD circumstances)*.

Who	Roles in Solid Waste Management
Federal government	<ul style="list-style-type: none"> <li>♦ Regulates waste management facilities under federal jurisdiction</li> </ul>
Provincial government	<ul style="list-style-type: none"> <li>♦ Various ministries have regulatory authority related to waste management</li> </ul>
Regional district (Board and staff)	<ul style="list-style-type: none"> <li>♦ Develops plan to provide big picture oversight of waste management in the region</li> <li>♦ Through plans and plan implementation (including bylaws), works to meet waste disposal goals and targets and ensures that community has access to waste management services that are environmentally sound and cost effective</li> <li>♦ Ensures that legislative and policy requirements are followed, including monitoring and reporting</li> <li>♦ Chairs committees / coordinates with municipalities in service delivery</li> <li>♦ (Operates facilities / collection system (provide service))</li> <li>♦ Supports Product Stewardship programs in jurisdiction</li> <li>♦ Demonstrate 5 Rs within own operations and those of member municipalities</li> </ul>

Municipalities (council and staff)	<ul style="list-style-type: none"> <li>♦ May provide / coordinate waste management service, or own / operate facilities</li> <li>♦ May make bylaws dealing with waste collection</li> <li>♦ Municipal enforcement officers part of enforcement team</li> </ul>
First Nations	<ul style="list-style-type: none"> <li>♦ May provide waste management services or may participate in regional waste management system</li> </ul>
Product stewardship producers and agencies	<ul style="list-style-type: none"> <li>♦ Ensure reasonable and free consumer access to collection facilities</li> <li>♦ Collect / process stewarded products</li> <li>♦ Coordinate local government delivery as a service provider where applicable</li> <li>♦ Provide and / or fund education and marketing</li> <li>♦ Provide deposit refunds to consumers (where applicable)</li> <li>♦ Monitor / report on key performance indicators such as recovery rates</li> </ul>
Private sector involved in waste management (e.g., haulers, facility operators)	<ul style="list-style-type: none"> <li>♦ May provide recycling and waste management services and own/operate facilities</li> <li>♦ Generally, services multi-family residential buildings, commercial and institutional sources, and construction, demolition and land clearing sectors</li> <li>♦ (may be regulated by local government through licensing bylaws)</li> </ul>
Neighbouring jurisdictions	<ul style="list-style-type: none"> <li>♦ May send waste to (XX RD's) facilities or accept waste from XX RD</li> <li>♦ Synergies, consistencies in waste management with neighbouring jurisdictions</li> </ul>
Residents and businesses	<ul style="list-style-type: none"> <li>♦ Responsible for carrying out proper waste reduction, recycling and disposal activities</li> </ul>

### 3. Goals and Strategies

*(Describe the plan strategies and actions for each tier in the pollution prevention hierarchy or each regional goal, including commitments made by member municipalities and First Nations as well as the contribution of private sector agencies or external programs to the strategies and any actions that local government will take to support private sector actions. The following are for illustrative purposes only—see the Guide Part H for more examples and ideas).*

Sample format:

Goal 1

Strategy 1.1

- ♦ RD action(s)
- ♦ Municipality(ies) action(s)
- ♦ External programs/private sector contribution(s) and description of how the regional district is supporting these if applicable
- ♦ Risk analysis for strategies that are not fulfilled

#### Reduction

- ♦ Programs and / or actions supporting reduction (e.g., food waste prevention)
- ♦ External programs (e.g., business certification programs, grocery store food waste campaigns)

#### Reuse

- ♦ Programs and / or actions supporting reuse (e.g., zoning and licensing support for remanufacturing businesses)
- ♦ External programs (e.g., businesses or opportunities that support reuse)

## Recycling and organics

- ♦ Recycling and organics programs (public and private sector)
- ♦ Establishment of facilities
- ♦ Local government support for extended producer responsibility programs operating in the plan area. e.g.,
  - ♦ providing input during the consultation phase on draft product stewardship plans
  - ♦ providing facilities or operational services as a service provider at a landfill or other local site for product collection or processing
  - ♦ helping to inform the public that the stewardship program is available
  - ♦ assisting the producer or agency with local land use and business licence issues relating to collection and processing facilities
  - ♦ imposing landfill disposal bans on regulated products
  - ♦ providing input on the operations of product stewardship programs
  - ♦ facilitating collaboration between product stewardship producers or agencies at a regional level to improve servicing (e.g., stewards coordinating transportation and collection logistics to improve servicing in rural areas; co-locating collection programs; cooperative marketing / promotion)
  - ♦ carrying out waste composition studies at landfills and sharing data related to regulated products

## Recovery and residual waste management

- ♦ Existing or anticipated recovery programs and facilities
- ♦ Existing or anticipated disposal facilities
- ♦ Materials banned from disposal
- ♦ Closure and monitoring information for facilities and sites that have previously been a part of the waste management system
- ♦ Hard-to-manage wastes (e.g., demolition wastes, land clearing wastes)
- ♦ Landfill management issues (e.g., wildlife management)
- ♦ Illegal dumping reduction strategy

## Educational programs

*(may be integrated into above strategies)*

- ♦ Promotion and education programs to support plan strategies
- ♦ Plans to reduce greenhouse gas emissions from waste management

## Sector specific strategies

*(may be summarized separately or integrated into above strategies)*

- ♦ Industrial, commercial and institutional waste (ICI)
- ♦ Construction, renovation and demolition waste (**CRD**)
- ♦ Land clearing
- ♦ Non-MSW waste handled by MSW facilities in the region (*identify if applicable and note that these are not under the authority of the plan*)

## 4. Finance and Administration

*(customize to describe RD's system)*

Funding to implement the actions identified in this plan is provided by residents and businesses through municipal taxes, user fees and tipping fees. *(Describe revenue sources and a breakdown of percentages if applicable)*. The following breakdown is based on best available information at the time of the plan's development.

	Current Plan (average / year over past 3–5 years)	Proposed Plan (per year, project out for at least 5–9 years)
<b>REVENUE</b>		
<ul style="list-style-type: none"> <li>♦ Taxes</li> <li>♦ Levies</li> <li>♦ Tipping Fees</li> <li>♦ Grants</li> <li>♦ Reserve</li> <li>♦ Misc.</li> </ul>		
<b>Total Revenue</b>		
<b>EXPENDITURES</b>		
Existing programs—Capital costs <ul style="list-style-type: none"> <li>♦ X</li> <li>♦ Y</li> <li>♦ Z</li> </ul>		
Existing programs—Operating costs <ul style="list-style-type: none"> <li>♦ X</li> <li>♦ Y</li> <li>♦ Z</li> </ul>		
New programs—Capital Costs <ul style="list-style-type: none"> <li>♦ X</li> <li>♦ Y</li> <li>♦ Z</li> </ul>		
New programs—Operating costs <ul style="list-style-type: none"> <li>♦ X</li> <li>♦ Y</li> <li>♦ Z</li> </ul>		
<b>Total Expenditure</b>		
<b>Monthly Cost to Homeowners</b>		

*Other aspects that may be addressed in RD financial write-up:*

- ♦ Cost recovery (i.e., anticipated impact on property tax payers)
- ♦ Financial assessment of the viability of the plan (may include triple bottom line analysis of the plan implementation);
- ♦ Interaction between public and private programs

## 5. Conclusion

*Provide a summary of the environmental, social and economic impacts of the plan.*

## 6. Plan Implementation

### Implementation schedule

A timeframe for implementing each plan strategy and action is included in Schedule x.

### Bylaws

Existing or proposed bylaws (RD and municipal) are included in Schedule x.

### Plan monitoring

A plan monitoring advisory committee (PMAC) will monitor the implementation of the plan and make recommendations to increase its effectiveness. A description of the plan monitoring advisory committee tasks and make up are included in the terms of reference which can be found in Schedule x.

### Compliance promotion strategy

Many parties contribute to the achievement of the plan goals and objectives. The strategy outlined below for promoting compliance with the plan takes into consideration the roles and responsibilities of both those providing the compliance actions and those receiving the compliance actions. *(RD to customize)*

- ♦ RD, municipality, haulers, product stewardship producers and agencies can provide generator targeted education regarding materials restricted from disposal facilities
- ♦ RD or municipality can levy fines on contaminated loads at disposal facilities
- ♦ RD can develop voluntary agreements with haulers and facilities to get better disposal data for the region
- ♦ RD can implement waste stream management licensing
- ♦ RD + partners can deliver strategies for reducing illegal dumping (e.g., distribute information)
- ♦ RD + municipalities can enforce bylaws (e.g., with respect to illegal dumping)

### Annual reporting

Reporting is important because it helps keep the plan current, and focuses attention on whether the plan is achieving its goals and targets.

The *(RD)* will provide annual reporting to the ministry of waste disposal information via the ministry's municipal solid waste disposal calculator.

In addition, the *(RD)* will prepare an *(annual or biennial)* report to the Regional District Board and provide links on the *(RD)* website to reports provided to the Board in relation to the plan. Topics that will be included in the report include *(RD to customize for regionally specific topics of interest)*:

- ♦ Programs delivered each year and how they support the waste management hierarchy, especially the first three Rs (reduce, reuse, recycle)
- ♦ Economic development related to solid waste management in the region
- ♦ Challenges or opportunities identified by the plan monitoring advisory committee

- ♦ Monitoring data for closed sites
- ♦ Compliance activities
- ♦ Landfill gas capture and reuse
- ♦ Spills, leaks and leachate collected at facilities
- ♦ Wildlife interactions and control measures

### Five-year effectiveness review

The (*RD*) will carry out a review and report on the plan’s implementation and effectiveness in 20XX. A link to the report will be provided on the (*RDs*) website. The review will be conducted by (*in-house / third party*) and will include (*RD to customize*):

- ♦ Overview of all programs or actions undertaken in first five years to support the plan goals and objectives—status (started, progress, complete); actual budget for each
- ♦ Description of all programs or actions not yet started and reason (delayed start and why, initiation planned for next five years, circumstances or decisions affecting the need for or feasibility of undertaking the actions at all); budget allocated for each
- ♦ Five-year trend information for waste disposal per person
- ♦ Five-year summary of economic development related to plan implementation
- ♦ Five-year trend of landfill gas capture and reuse (if applicable)
- ♦ Summary of any compliance activities taken, spills, leaks and leachate collected at facilities, and wildlife incidences over the past five years
- ♦ Any significant changes related to the regional growth strategy or changes to large industry and businesses operating in the area that might impact the solid waste management system over the next five years
- ♦ Based on the plan data from the first five years, an analysis of what’s working well (strengths) and challenges to meeting plan goals and targets
- ♦ Based on the analysis, any recommended changes that the regional district would like to make to the plan and next steps regarding seeking those changes (consultation and minister approval for changes)

### Plan amendments

This plan represents the current understanding and approach to the solid waste management challenges being faced by the (*RD*). The plan is a “living document” that may be amended to reflect new considerations, technologies and issues as they arise.

Due to changing circumstances and priorities that may evolve over time, and with the input of the plan monitoring advisory committee and interested parties, all major actions identified in the plan will be reviewed for appropriateness before implementation. This will generally occur on an annual basis. The plan’s implementation schedule will be flexible enough to reflect the availability of technologies that may arise over time, as well as the potential changes in regional issues and priorities. In addition, it will also take into account the financial priorities of the (*RD*), its member municipalities and other partners, the availability of funding to undertake plan activities, and the availability of contractors and service providers.

The plan amendment procedure applies to major changes to the solid waste management system which would include:

- a) The opening (or changes to the location or status) of a site or facility:
  - ♦ That is included in this regional district’s solid waste management plan and requires an authorization under the EMA;
  - ♦ or any other facility that could have an adverse impact to human health or the environment

- b) Waste import / export options which would significantly impact the regional district's or neighbouring solid waste systems, or not conform to provincial legislation, goals and / or targets
- c) Changing disposal targets or reductions in programs supporting the first three Rs in the pollution prevention hierarchy
- d) A change in the boundary of the plan, which would significantly change the amount of solid waste to be managed under the plan or significantly change the population of the plan area
- e) The addition, deletion or revision of policies or strategies related to the conditions outlined in the minister's approval letter
- f) Major financial changes that warrant seeking elector assent

When a plan amendment becomes necessary, the (*RD*) will undergo a public consultation process and submit an amended plan to the Minister of Environment for approval, along with a detailed consultation report.

The schedules identified as part of this plan contain information that is not considered a major change listed above but could change during the 10-year lifespan of the plan. Each schedule includes a process for engaging the public, ranging from notification to a robust public consultation process. Schedule amendments may require approval from the minister but may not require submission of the entire plan for review and approval. Schedules that contain purely administrative provisions are identified as not forming a part of the plan and updates to these provisions do not require minister approval.

## 7. Plan Schedules

### Schedule X: Additional facilities

The following additional facilities integral to the regional waste management system are also shown on Figure x: *(list)*

### Schedule X: Implementation schedule

Proposed implementation dates will be contingent upon the timing of the plan's approval by the Ministry of Environment and the amount of resources available for the implementation of the strategies. The implementation schedule will be reviewed in line with the (RD's) annual budget cycle. The plan monitoring advisory committee will provide input into any amendments to this schedule and *(additional actions the (RD) will take to provide notice of the schedule amendment)*.

GOAL 1		Priority Rank	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Strategy 1.1	Action 1.1.1											
	Action 1.1.2											
Strategy 1.2	Action 1.2.1											
	Action 1.2.2											

### Schedule X: Plan monitoring advisory committee terms of reference

*(see sample in Part F of the Guide to Solid Waste Management Planning).*

### Schedule X: Plan dispute resolution procedures

The parties will make all reasonable efforts to attempt to resolve the dispute in an amicable manner without outside intervention. The Ministry of Environment does not become involved in resolving or making a decision in a dispute.

This dispute resolution procedure may apply to the following types of conflicts:

- ♦ Administrative decisions made by RD staff
- ♦ Interpretation of a statement, bylaw, policy or provision in the plan
- ♦ The manner in which the plan or an OC is implemented
- ♦ Any other matter not related to a proposed change to the wording of the plan or an OC

### **Collaborative Decision Making and Dispute Resolution – Suggested Procedure *(or replace with procedure consulted on during plan development)***

Negotiation	<ul style="list-style-type: none"> <li>♦ Parties involved in the dispute make all efforts to resolve the dispute on their own.</li> <li>♦ Parties may make use of a facilitator</li> </ul>
Plan Advisory Committee (if appropriate)	<ul style="list-style-type: none"> <li>♦ Parties involved in the dispute will have opportunity to speak to the Committee</li> <li>♦ Committee will review, consider and provide recommendations to the Board</li> </ul>



Board	<ul style="list-style-type: none"> <li>♦ Parties involved in the dispute will have opportunity to speak to the Board</li> <li>♦ Board will receive recommendations from the Committee and settle the dispute; or, recommend mediation</li> </ul>
Mediation	<ul style="list-style-type: none"> <li>♦ Parties involved in the dispute agree on a mediator. If the parties cannot agree on a mediator, the matter shall be referred to the BC Mediation Roster Society or equivalent roster organization for selection of a mediator</li> <li>♦ All efforts will be made to reach an agreement through mediation</li> <li>♦ Costs for mediation are shared by the parties in dispute</li> </ul>
Independent Arbitrator	<ul style="list-style-type: none"> <li>♦ If the dispute cannot be resolved by a mediator, the matter will be referred to arbitration and the dispute will be arbitrated in accordance with the <i>Local Government Act</i> or <i>BC Commercial Arbitration Act</i></li> <li>♦ The arbitrator shall make a final, binding decision</li> <li>♦ Costs for arbitration shall be apportioned at the discretion of the arbitrator</li> </ul>

### Closed site inventory

Figure xx shows the location and stage of closure of landfills and / or dumps previously operating in the region.

## 8. Non-Plan Schedule

This schedule contains administrative provisions that do not form part of the approved plan and are for information only. The provisions will be updated as needed and do not require minister approval.

### Extended Producer Responsibility

Product stewardship programs and facilities in the area include *(list the programs and map the collection facilities or if too many, summarize numbers in each community. Stewardship associations may be able to provide data.)*

In the *(RD)*, the addition of a new collection facility requires *(zoning / licensing / other; any public notification associated with zoning / licensing / other; and any additional actions the (RD) will take to provide notice of the schedule update)*.

### Bylaws

The following RD and municipal bylaws related to waste management in the area have been developed in accordance with requirements in the *Environmental Management Act, Local Government Act, Community Charter, Greater Vancouver Sewerage and Drainage District Act* and *Vancouver Charter (as appropriate)*. Any amendments to these bylaws for the purposes of implementing this plan will follow the requirements for public consultation contained in legislation (including minister's approval as required) and *(actions the RD will take to provide notice of the schedule update)*.

*(Links to bylaws)*

### Plan alignment

The following key initiatives *(RD to customize the example list provided below)* are supported by the plan. This list will be updated when the RD is made aware of changes to these initiatives and *(list additional actions the RD will take to provide notice of the schedule update)*:

- ♦ Climate Leadership Plan
- ♦ BC Energy Plan

- ♦ BC Bioenergy Strategy
- ♦ BC air quality objectives
- ♦ Product stewardship programs under the Recycling Regulation (EMA)
- ♦ Organic Matter Recycling Regulation (EMA)
- ♦ Reviewable Projects Regulation (Environmental Assessment Act)
- ♦ Landfill Gas Management Regulation (EMA)
- ♦ Landfill Criteria
- ♦ Integrated Resource Recovery
- ♦ Develop with Care
- ♦ A Guide to Green Choices—Ideas and Practical Advice for Land Use Decisions in BC Communities

#### Regional Plans (both in region and outside)

- ♦ Regional Growth Strategy
- ♦ Community Climate Action Plan(s)
- ♦ Regional Sustainability Strategy and Action Plan
- ♦ Emergency Debris Management Plan(s)
- ♦ Airshed Management Plan
- ♦ Community Energy and Emissions Plan(s)
- ♦ Regional Parks Plan(s)

#### Tipping fees

The current tipping fees at sites and facilities authorized under this plan are as follows: *(list)*

Any changes to the tipping fee rates will follow the requirements for public consultation contained in legislation. and *(actions the RD will take to provide notice of the schedule update)*.

## D.2. *Template: Consultation Report*

### Regional District XX Solid Waste Management Plan

### Public Consultation Summary Report

Prepared by:

*(include version details during plan preparation phase)* Draft/Final Date:

Note that this is a template only; regional districts may adjust the format and content of their consultation report to suit their needs. Instructions for filling out this template are provided in italics and should be removed from final report.

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# 1. Introduction

This Public Consultation Summary Report describes public consultation that was undertaken by the (*Regional District Name*) in revising the Solid Waste Management Plan. The public consultation meets the requirements outlined in Section 27 of the *Environmental Management Act*, which requires that adequate public review and consultation of the solid waste management plan must be completed. In addition, the public consultation process was designed to meet elector approval requirements for any borrowing of funds required to implement the plan once it is approved.

## 1.1 Background and Consultation Objectives

The (*RD's*) first solid waste management plan was approved by the ministry in (*year*). The ministry has since approved (*an*) amendment(*s*) in (*year*). The current planning process was initiated in *20XX*.

The objectives of public consultation associated with the current planning process were as follows (*examples below should be replaced by consultation objectives defined by the RD and advisory council*):

- ♦ To ensure requirements under the *Environmental Management Act* are met
- ♦ To ensure the public consultation considerations outlined in the Guide to Solid Waste Management Planning are addressed
- ♦ To provide interested parties with opportunity for input and feedback on the plan
- ♦ To ensure the amended plan aligns with information gathered during public consultation

# 2. Plan Initiation

At the initiation of the planning process, interested parties were notified that the plan was being updated. The notifications included contact information for the planning team, preliminary information on why the plan is being updated, and major directions set by the Board. An example of the notices is provided in Appendix x. The following is a list of interested parties that were contacted upon plan initiation:

Interested Party	Mailing Address	Category	Date/Type of Engagement

# 3. Advisory Committee

Upon plan initiation, advisory committees were established for the planning process.

*Describe if public advisory committee was separate or if it was combined with the technical advisory committee. Provide rationale.*

Please see Appendix x for the advisory committee's terms of reference, membership, list of meetings held, and a complete set of agendas and minutes.

## 4. Public Consultation Design

After initial notification to interested parties was provided and the public advisory committee was established, a public consultation process was designed (and adopted by the Board). A copy of the public consultation process is included in Appendix x.

## 5. Participation

The designed public consultation process was executed through the various steps of the planning process. This section summarizes activities that took place during public consultation.

### Open Houses or other events

Date	Location	Attendees

*Include a description of the event design, answering the following questions as applicable:*

- ♦ *Which local government representatives were at the sessions?*
- ♦ *Were display panels provided? What was indicated on the panels? What information about the plan facilities and costs was provided?*
- ♦ *Were there any presentations?*
- ♦ *Was there opportunity for questions and answers?*
- ♦ *What was attendees' involvement?*
- ♦ *Was there opportunity for attendees to provide feedback? Surveys or questionnaires?*

*Include a copy of responses received in Appendix x.*

### Web-Based Participation

Dates Available	Information Provided or Collected	Participation Numbers

*Include a description of the web-based consultation design, answering the following questions as applicable:*

- ♦ *Were there online surveys or questionnaires?*
- ♦ *Were there webinars? What was presented? Opportunity for Q&A*
- ♦ *What was the social media presence?*

*Include a copy of responses received in Appendix x.*

### Other Opportunities for Public Participation and Feedback

- ♦ *Include a description of any other methods used to provide information to the public regarding the planning process.*
- ♦ *Include a description of any other methods used to receive input from the public regarding the plan principles, targets, strategy options and draft plan.*

## 6. Promotion and Advertising

The following strategies were used to promote opportunities for learning about the planning process and for providing input into the process:

- ♦ Describe strategies that were developed and used to encourage participation at the open houses, increase web-based participation and encourage other opportunities for public input. Examples may include mail-outs, print advertising such as newspapers and community bulletin boards, radio advertising and web advertising
- ♦ Samples of material produced for public distribution should be included in Appendix

## 7. Feedback during Public Consultation Process

During the planning steps, the following interim consultation reports were produced to document feedback received and share the results of the consultation publicly

<b>Topic of Consultation</b> (or step in planning process in which consultation took place)	<b>Interim Consultation Report</b> (link to publically available report and describe how and when the report was publicized)	<b>Consultation Themes</b> (summarize main themes re public input and how the consultation has influenced the plan)
Plan principles, goals and targets	Hyperlink or attached as appendix	
Proposed options for strategies		
Draft plan		
Proposed new bylaws or bylaw amendments for plan implementation		

## 8. Preferred Strategies

This section includes information on how feedback from consultation was taken into consideration as well as the process followed to arrive at the preferred strategies.

<b>Strategy Options</b> (list all options considered for the plan)	<b>Level of Public Support</b> (provide an indication and evidence of support for or opposition to each strategy option. Evidence may include both a quantitative and qualitative discussion of public input)	<b>Strategy Decisions</b> (provide rationale for why each strategy option was or was not included in the final draft plan)

## 9. Plan Implementation

After the plan is approved by the minister, a Plan Monitoring Advisory Committee (PMAC) will monitor the implementation of the plan and make recommendations to increase its effectiveness. A description of the plan monitoring committee tasks and composition are included in the terms of reference which can be found in schedule x of the plan.

## 10. Appendices

### Appendix X Plan Initiation Notices

### Appendix X Public Advisory Committee

- ♦ Terms of Reference
- ♦ Membership
- ♦ List of Meetings
- ♦ Agendas and Minutes

### Appendix X Public Consultation Design

### Appendix X Participation

- ♦ Materials Distributed (questionnaires; brochures; panels, etc.)
- ♦ Responses Received

### Appendix x Promotion and Advertising

- ♦ Materials Distributed (mail-outs, advertisements, etc.)

### Appendix X Interim Consultation Reports

*(not necessary if links to electronic versions are provided)*

### Appendix X Plan Monitoring Advisory Committee



### D.3. *Template: Certification from Corporate Officer*

## **CORPORATE OFFICER'S CERTIFICATE**

The (*here insert the full corporate name of the regional district*) (the "regional district")

The undersigned Corporate Officer, as the regional district officer assigned responsibility under section 236 of the *Local Government Act*, hereby certifies as follows:

1. That the regional district's Solid Waste Management Plan (the "plan") was duly and properly consulted on in accordance with the provisions of the *Environmental Management Act* section 27(1) and in accordance with the objectives set out in the regional district's applicable consultation process. (Attached is a copy of the consultation summary report which documents how the regional district's consultation process has been fulfilled).
2. That the Ministry of Environment's requirements and recommendations for the plan content, as defined in the Checklist for Review and Approval of Plans (the "checklist"), have been duly met and any requested rationale for decisions has been provided with the checklist. (Attached is a copy of the completed checklist).
3. To the best of the knowledge of the undersigned, there are no objections to the plan that have not been acknowledged and addressed.

DATED this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_\_.

\_\_\_\_\_ Corporate Officer

\_\_\_\_\_ (Please print full name)

## E. Legislation and Regulations Governing Municipal Solid Waste

This part provides a brief summary of legislation and regulations governing municipal solid waste (Table 2). The Acts and regulations are available at <http://www.bclaws.ca/>. While every effort is made to achieve accuracy, this summary should not be relied on for legal and other purposes. Persons who need to rely on the text of the Statutes, Regulations, Bills, and Gazette for legal and other purposes may obtain the Queen's Printer official printed version from [Crown Publications, Queen's Printer](#). Legal advice should be sought if interpretation is required.

### Abbreviations:

- CC – Community Charter
- EMA – Environmental Management Act
- GVS&DD - Greater Vancouver Sewerage and Drainage District
- GVS&DDA - Greater Vancouver Sewerage and Drainage District Act
- LGA – Local Government Act
- RR – Recycling Regulation

Table 2: Legislation and regulations governing municipal solid waste.

Topic	Provision	Act/Sections	Notes
<b>Introduction of waste into the environment</b>	<p><b>Prohibited:</b> Introducing waste into the environment in the course of conducting a prescribed industry, trade, business, activity or operation [section 6(2) and (3)]</p> <p><b>Exception:</b> unless the disposition of waste is in compliance with EMA and all of the provisions of paragraph 6(5)(a) that apply or are required. [e.g., an approved waste management plan].</p>	EMA ss. 6(2), (3) and (5)	EMA regulates the protection of health and the environment in relation to the introduction of waste into the environment
<b>Definitions</b>	<ul style="list-style-type: none"> <li>▪ “waste management plan” is a “<i>plan that contains provisions or requirements for the management of recyclable material or other waste or a class of waste within all or a part of one or more municipalities</i>”</li> <li>▪ “municipality” includes, among other things, a regional district and the Greater Vancouver Sewerage and Drainage District (GVS&amp;DD)</li> <li>▪ “municipal solid waste” means “(a) <i>refuse that originates from residential, commercial, institutional, demolition, land clearing or construction sources, or (b) refuse specified by a director to be included in a waste management plan</i>”</li> <li>▪ “site” [defined as “any site or facility, including those identified specifically or by class in an approved waste management plan for the management of municipal solid waste or recyclable material”].</li> </ul>	<p>EMA s. 1</p> <p>EMA section 23</p> <p>EMA s. 25</p>	<p>The definitions in section 1 of EMA apply throughout EMA</p> <p>This definition applies only in EMA Part 3</p> <p>The definition of “site” applies only in EMA sections 25 and 26.</p>
<b>Solid waste management plans</b>	<p><b>Mandatory:</b> A plan and any amendment to a plan must be approved by the minister. Public consultation is required before ministerial approval.</p> <p><b>Minister authority:</b> The minister</p> <ul style="list-style-type: none"> <li>▪ may or may not approve the plan and if it is approved, the plan may or may not have</li> </ul>	<p>EMA s. 24(5) and 27(2)</p> <p>EMA s. 24 (6)</p>	Part 3 (sections 23 – 28) addresses municipal waste management and authorizes regional districts to undertake solid waste management planning

Topic	Provision	Act/Sections	Notes
	<p>conditions.</p> <ul style="list-style-type: none"> <li>may, by order amend or cancel a waste management plan and if cancelled the waste management plan has no force or effect.</li> </ul> <p><b>Minister authority:</b> If in the public interest, the Minister can require a regional district or the GVS&amp;DD to amend, suspend or cancel a bylaw, part of a bylaw or any authorization given under a bylaw made under EMA section 25, 32 or 33.</p>	EMA s. 34(2)	
<b>Management of solid waste and recyclables by regional districts</b>	<p><b>Mandatory:</b> Despite any other Act, municipal solid waste and recyclable material must be managed at a site in accordance with:</p> <ul style="list-style-type: none"> <li>any applicable approved waste management plan for the site,</li> <li>any requirements or conditions that a Director includes in an operational certificate or permit issued for the site; and</li> <li>any applicable bylaw made under EMA s. 25(3) or 32.</li> </ul> <p><b>Permissive:</b> A regional district may make bylaws for the purpose of implementing its municipal solid waste management plan. Such bylaws may include regulating the management of municipal solid waste or recyclable material as well as bylaws addressing municipal solid waste disposal fees.</p>	<p>EMA s. 25(2)</p> <p>EMA s. 25(3) and 26</p>	The phrase "...despite any other Act..." is included because regional districts also have authority under other legislation to deal with the management of municipal solid waste (see under LGA below)
<b>Management of solid waste and recyclables by the GVS&amp;DD</b>	<p><b>Permissive:</b> The GVS&amp;DD may regulate the management of municipal solid waste and recyclable material within the geographic boundaries of the GVS&amp;DD, including determining which facilities are authorized to receive municipal solid waste and recyclable material.</p> <p><b>Permissive:</b> The GVS&amp;DD may establish the uses to which its waste disposal facilities may be put and by whom they may be used.</p> <p><b>Permissive:</b> The GVS&amp;DD, in addition to the authority it already has under the <i>GVS&amp;DD Act</i>, may make bylaws to prohibit, regulate or otherwise control the introduction into the environment of municipal solid waste.</p>	<p>GVS&amp;DD Act s. 7AA 5(b)</p> <p>EMA s. 32</p>	<p>The <i>GVS&amp;DD Act</i> governs the corporation of the GVS&amp;DD.<sup>34</sup> The objects of the GVS&amp;DD include the disposal of all types of waste and the operation and administration of facilities for the disposal of all types of waste.</p> <p>The <i>GVS&amp;DD Act</i> provides that for the purpose of planning for, regulating, storing, and managing solid waste and recyclable material under EMA the GVS&amp;DD is deemed to be a regional district</p>
<b>Bylaws that conflict with EMA have no effect</b>	<p>For the purpose of municipal <b>solid</b> waste: Despite the CC, the LGA, the Vancouver Charter or the <i>GVSDD Act</i>:</p> <ul style="list-style-type: none"> <li>a bylaw of a municipality (as defined in EMA s. 1) made under any of those statutes, [except a bylaw made under EMA s. 32 or 33] that conflicts with EMA, the regulations under EMA, an approved waste management plan or a permit, approval or order under</li> </ul>	EMA s. 37(1)	As above, other acts give bylaw making authorities to regional districts. However, bylaws made under those authorities cannot conflict with EMA and cannot conflict with a bylaw made by the GVS&DD under EMA s. 32 or another regional district under EMA s.33.

<sup>34</sup> The members of the corporation are the City of Vancouver and the Corporation of the District of Burnaby (member municipalities). "Greater Vancouver" is not defined in EMA. It's not clear if the reference in EMA to "Greater Vancouver" refers to the GVS&DD or to Metro Vancouver. In practice, Greater Vancouver is also known as Metro Vancouver. Metro Vancouver is considered as an RD. Four separate corporate entities, each with a different set of members, operate as Metro Vancouver: the Greater Vancouver Regional District; the GVS&DD; the Greater Vancouver Water District; and the Metro Vancouver Housing Corporation.

Topic	Provision	Act/Sections	Notes
	<p>EMA is without effect to the extent of the conflict</p> <ul style="list-style-type: none"> <li>a bylaw of a municipality that conflicts with a bylaw made by the GVS&amp;DD under section 32 or by other regional districts under section 33 is without effect to the extent of the conflict.</li> </ul>	EMA s. 37(4)	
<b>Regional district bylaw process</b>	<p><b>Mandatory:</b> To regulate an activity, a regional district must first provide a service. A service is established through an establishing bylaw which must be approved and then adopted.</p> <p><b>Exception:</b> some services (such as general administrative) do not require an establishing bylaw.</p>	LGA Part 10 division 3 [s. 338(2)]	Regional districts have broad powers to undertake the services they believe are important within their regions. In addition to solid waste management planning which the province requires, other services include water supply, sewers, fire protection, parks and recreation, animal control and public housing.
<b>Authority to make bylaws for municipal solid waste and recyclable material</b>	<p><b>Permissive:</b> A regional district board, by bylaw, may establish the service of regulation, storage and management of municipal solid waste and recyclable material including the regulation of facilities and commercial vehicles used in relation to those matters.</p> <p><b>Permissive:</b> A regional district board, by bylaw, may do one or more of the following:</p> <ul style="list-style-type: none"> <li>require persons to use a waste disposal or recycling service, including requiring persons to use a waste disposal or recycling service provided by or on behalf of the regional district</li> <li>require owners or occupiers of real property to remove trade waste, garbage, rubbish and other matter from their property and take it to a specified place</li> <li>require the emptying, cleansing and disinfecting of private drains, cesspools, septic tanks and outhouses, and the removal and disposal of refuse from them</li> </ul>	LGA s. 315  LGA s. 316	
<b>Regional district bylaw approval</b>	<p><b>Mandatory:</b> Regional district bylaws require approval in the manner set out in Division 3, Part 5 of the CC. An establishing bylaw has no effect unless, before its adoption, it receives the approval of the inspector of municipalities and participating area approval.</p> <p><b>Mandatory:</b> Where a bylaw requires approval by the Province (i.e., Lieutenant Governor in Council, Minister, Inspector), the bylaw must receive three readings, obtain provincial approval/sign off, and then the bylaw is adopted.</p> <p><b>Mandatory:</b> Bylaws made under EMA sections 25, 26, 32 and 33 must not be adopted unless they first have written approval of the minister.</p>	LGA ss.227 and 228  CC s. 135 and EMA s. 34  EMA section 34.	Note that EMA s. 33 allows for the making of regulations for the management of municipal solid waste, upon the request of a regional district that is not within the area of the GVS&DD. The regulations would give the regional district the authority to make bylaws prohibiting, regulating or controlling the introduction into the environment of solid waste in the area covered by the regional district's approved plan, and would also specify terms and conditions around collection of fees.
<b>Regional district bylaws take effect</b>	A regional district bylaw comes into force [takes effect] as per specific provisions of the CC.	CC s. 135, and 136. See also LGA ss. 338, 339, and 342.	
<b>Bylaw enforcement (and inspection) by regional districts</b>	<b>Permissive:</b> A regional district may make bylaws to enforce its bylaws by fine, imprisonment, penalties and costs. Division 3 of Part 8 of the CC (Ticketing for Bylaw Offences) applies to regional districts.	LGA Part 12	

Topic	Provision	Act/Sections	Notes
	<p><b>Permissive:</b> A regional district bylaw may also be enforced by bylaw notice under and in accordance with the <a href="#">Local Government Bylaw Notice Enforcement Act</a> by a regional district listed in Column 2 of Schedule 1 of that Act</p> <p><b>Permissive:</b> A regional district may make bylaws allowing designated persons to enter a site or inspect the contents of a vehicle for the purpose of enforcing a bylaw made under section 25(3)</p>	EMA s. 25(3)	
<b>Reporting Tools for Regional Districts</b>	<p>Bylaw making authority under EMA s. 25(3) is broad and includes authority to make bylaws respecting the operation of sites, including requirements for the recording and submission of information; and audited statements respecting the municipal solid waste or recyclable material received at and shipped from a site.</p> <p>A regional district board, by bylaw, may establish the service of regulation, storage and management of municipal solid waste and recyclable material including the regulation of facilities and commercial vehicles used in relation to those matters.</p>	EMA section 25(3)  LGA s. 315	Regional districts may make use of these bylaw authorities under EMA to help close gaps between reporting on public waste disposal facilities and private waste disposal facilities. While s. 315 is not specific to reporting, the words “regulation of facilities” may be broad enough to allow a bylaw around reporting on public and private waste disposal facilities.
<b>Recycling Regulation</b>	The Recycling Regulation, under authority of the <i>Environmental Management Act</i> , sets out the requirements for product stewardship in B.C. In some cases, producers of designated products may appoint a stewardship agency to carry out their duties in accordance with an approved plan. For more information, see the Recycling Regulation website <a href="http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling">http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling</a> .		
<b>Organic Matter Recycling Regulation</b>	<p>The B.C. Organic Matter Recycling Regulation (OMRR) governs the construction and operation of composting facilities and the production, distribution, sale, storage, use, and land application of biosolids and compost. It provides clear management requirements for local governments and compost and biosolids producers on how to use organic material while protecting human health and the environment. As of June 9, 2016, compost facilities that process food waste or biosolids and have a design capacity to produce 5,000 tonnes or greater of compost per year require a permit, in addition to following the requirements under OMRR. Exemptions apply to each facility that holds a Ministry-issued approval or operational certificate for that facility under an approved Solid Waste Management Plan.</p> <p>For more information, see the OMMR website <a href="http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling/organics/regulations-guidelines">http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling/organics/regulations-guidelines</a>.</p>		
<b>Role of municipalities in solid waste management plans</b>	Municipalities may make liquid waste management plans under EMA, but have no authority to make solid waste management plans. Under section 8(3) of the <i>Community Charter</i> , a municipal council may, by bylaw, regulate, prohibit and impose requirements in a number of areas including the protection and enhancement of the well-being of its community in relation to the matters referred to in section 64. Section 64(d) of the Charter authorizes a municipal council [under the authority of section 8(3)(h)] to make bylaws respecting refuse, garbage or other material that is noxious, offensive or unwholesome.		

## F. Public Consultation

### F.1. *The Public Consultation Process*

#### 1. The requirement for consultation

“Adequate” consultation is a requirement for the development of a solid waste management plan. Regional districts should be able to demonstrate that adequate consultation has occurred as follows:

- ♦ The advisory committee has been involved from the start of the process, beginning at the design stage of the consultation process
- ♦ The consultation process has been inclusive of a wide range of interested parties
- ♦ Interested parties (including the public) have been given ample notice of each of the consultation opportunities through a variety of notification methods
- ♦ The documentation provided sufficient information to enable the interested parties to determine how their interests may be affected
- ♦ Interested parties (including the public) have been provided with sufficient time to respond to draft documents
- ♦ The proceedings and outcomes from the consultation process have been well documented and made available for public review, so that interested parties (including the public) are able to see how the plan addresses their comments or issues

The ministry evaluates the consultation process through documentation in the consultation summary report, which must be submitted to the ministry with the final draft plan. Specifically, the ministry is looking to see that the consultation summary report includes:

1. A summary of the consultation process, with information on the advisory committee(s), parties consulted, documents presented and the public notification process
2. A link to all consultation report(s), showing how public consultation was used to influence the plan
3. A summary of options considered for the plan, rationale for why each option is or is not being pursued, including the level of public support for each option
4. A summary of the plan’s potential impacts to neighbouring regional districts
5. A summary of consultations with affected parties regarding any new bylaws, or amendments to bylaws, that will be required to implement the plan

The regional district’s Corporate Officer is requested to complete the certification form provided in Part D of this Guide. This provides the ministry with a statement that the regional district has met public consultation requirements and objectives.

Regional districts are experienced in consulting with their communities, and understand local nuances. They can and should develop the consultation approach that works best for their region.

The ideas below are suggestions for consideration.

### **Information versus consultation**

True consultation means a commitment to listening to what is being said, and acting on this input. It is very frustrating for the public to be told they are being “consulted” when they are really just being informed about what the regional district intends to do. The [International Association for Public Participation](#) recognizes a scale of public engagement from simple information to full empowerment.

- ♦ Information – letting people know what you intend to do
- ♦ Consultation – obtaining public feedback on options or decisions
- ♦ Involvement – working directly with the public throughout the process, ensuring their ideas are consistently considered
- ♦ Collaboration – partnering with the public in reviewing and selecting options
- ♦ Empowerment – placing the final decision in the hands of the public

After notifying interested parties that a new solid waste management planning process has been initiated, the planning team and advisory committee should design a public consultation process and may seek Board approval if needed. The public consultation process should describe actions, activities and timelines that will be implemented to ensure public consultation is adequate. An engagement strategy for First Nations in and adjacent to the plan area should be developed as part of the consultation process to outline an approach for sharing information and inviting participation in the preparation of or review of plan consultation documents.

When designing a public consultation process, consider the following.

#### **Know the audience**

- ♦ Every region is different. Involving the advisory committee in the design of the consultation process will help ensure that the public’s expectations for engagement are considered
- ♦ A “pre-consultation” program to inform the design of the consultation process is a value added step that provides insight into “how” stakeholder groups wish to be engaged and ensures that opportunities for input are tailored to the needs of the community

#### **Set clear expectations**

- ♦ Be very clear about what topics are and are not within the scope of discussion
- ♦ Make the consultation process clear from the outset, so that people know what to expect at each stage and when they will have further opportunity to comment

#### **Build trust**

- ♦ Create credibility for the regional district and engender trust that comments and ideas will be taken into account during decision making
- ♦ Avoid approaches that create an “us and them” atmosphere, or that polarize a community around different viewpoints

#### **Be authentic – listen**

- ♦ Listen openly—sometimes the best ideas are those that come from “outside the box”
- ♦ Be prepared to change ideas and consider new options based on the input received

#### **Be inclusive**

- ♦ Everyone has a right to be heard respectfully (even when there is disagreement)

- ♦ Find ways to reach people who are “not the usual suspects”; be creative and look for ways to reach everyone
- ♦ Many people have very limited time to review information—make it easy for everyone to participate, at least a little. People are very busy. Does the process provide quick / high level ways to give input as well as allowing for detailed submissions?
- ♦ Not everyone is equally literate. Are there ways for people who have poor reading or writing skills or speak English as a second language to contribute?

### Be responsive

- ♦ Provide feedback to participants with information on how their ideas were included in the final plan. Recognize ideas that were put forward but not included, preferably with an explanation (e.g., “it was not cost effective at this time”)

### Be transparent and accountable

- ♦ Make all of the information available to all of the participants—both online and in hard copy
- ♦ Show how the results of consultation were taken into account

### Take the time to do it right

- ♦ Good consultation takes time (and money)—done well, it will prove a sound investment through community support for the plan

## 2. Stages and timing of consultation

Interested parties should be provided with more than one opportunity to provide input into the plan. Table 3 lists consultation opportunities during plan development, which the regional district should consider when developing a consultation process.

*Table 3: Sample consultation process*

Step	Tasks
<b>Step 1 Initiate the Planning Process</b>	
Notification	<ul style="list-style-type: none"> <li>▪ Draft initial list of interested parties</li> <li>▪ Provide public notification through advertisements in local newspaper(s) for two consecutive weeks, amplified through social media (if used)</li> <li>▪ Place information on the regional district website; encourage groups and individuals to sign up for email updates and notifications</li> <li>▪ Send emails (or letters) to interested parties, making them aware of proposed plan update and asking for suggested representatives for advisory committees</li> </ul>
Set up advisory committees	<ul style="list-style-type: none"> <li>▪ Prepare terms of reference for advisory committees (Part F.2)</li> <li>▪ Ensure balanced participation between government, First Nation, private sector and community interests</li> <li>▪ Review and add to list of interested parties with advisory committee input</li> </ul>
Design consultation process	<ul style="list-style-type: none"> <li>▪ Meet with First Nations to determine the best approach to engaging them</li> <li>▪ Discuss proposed planning and consultation approach with advisory committees; modify based on their input</li> </ul>
<b>Step 2 Set the Plan Direction</b>	
Prepare information on the current waste management system and analysis of its performance	<ul style="list-style-type: none"> <li>▪ Seek advisory committee input</li> <li>▪ Prepare easy-to-read materials for public comment</li> </ul>
Develop draft principles, goals and targets	



Step	Tasks
Public consultation on draft principles, goals and targets	<ul style="list-style-type: none"> <li>▪ Place the draft information on the website and provide a means for people to provide comment (e.g., via email, letters, online survey)</li> <li>▪ Notify the public and all other interested parties through newspaper advertisements, social media, emails to the “interested” list</li> <li>▪ Issue a media release, encourage earned media (e.g., Board member interview on local radio)</li> <li>▪ Host a public meeting or open house for people to come and learn more, and to provide their feedback and ideas</li> <li>▪ Encourage interested parties to submit ideas for options for the plan</li> <li>▪ Prepare a report with a summary of feedback received, and information on how the feedback will be used</li> </ul>
<b>Step 3 Evaluate Options</b>	
Develop feasible options	<ul style="list-style-type: none"> <li>▪ Review with advisory committees</li> </ul>
Public consultation on proposed options for the plan	<ul style="list-style-type: none"> <li>▪ Place the draft information and options on the website and provide a means for people to provide comment (e.g., via email, letters, online survey)</li> <li>▪ Notify the public and interested parties through newspaper advertisements, social media, emails to the “interested” list</li> <li>▪ Issue a media release, encourage earned media (e.g., Board member interview on local radio)</li> <li>▪ Host a public meeting or open house for people to come and learn more, and to provide their feedback and ideas</li> <li>▪ Prepare a report with a summary of feedback received, and information on how the feedback will be used</li> <li>▪ Provide public information on which options are selected (at a minimum through a media release, information on the website and email to interested parties)</li> </ul>
<b>Step 4 Plan Preparation and Adoption</b>	
Prepare a draft plan	<ul style="list-style-type: none"> <li>▪ Review with advisory committees</li> </ul>
Seeks comments on the draft plan	<ul style="list-style-type: none"> <li>▪ Place the draft plan on the website and provide a means for people to provide comment (e.g., via email, letters, online survey)</li> <li>▪ Notify the public and interested parties through newspaper advertisements, social media, emails to the “interested” list</li> <li>▪ Issue a media release, encourage earned media (e.g., Board member interview on local radio)</li> <li>▪ Prepare a report with a summary of feedback received, and how this influenced the final plan</li> </ul>
Prepare report on consultation	<ul style="list-style-type: none"> <li>▪ Prepare a report on consultation for ministry review (see template in Part D)</li> <li>▪ Provide a signed certification from the regional district’s corporate office that adequate consultation has taken place (Part D)</li> </ul>
Submit plan to ministry for review and approval	<ul style="list-style-type: none"> <li>▪ Publish and publicize the finalized report (following ministry approval and Board adoption)</li> </ul>

*Note: These consultation steps are broken down into component parts but may be combined as appropriate.*

### 3. Engagement techniques

There are many different ways to present information and to receive comments and input from the public and other interested parties. The “best” method will depend on your community, the resources you have available to conduct public engagement, and the degree of controversy in the options proposed. Table 4 lists a few of the techniques available for engaging with the public.

Table 4: Sample engagement techniques

Method	Useful for	Considerations
<b>Open house</b>	<ul style="list-style-type: none"> <li>Providing information on project and options (often through information boards and short videos)</li> <li>One-to-one conversations with people as they view the boards</li> <li>Accommodating large numbers of people</li> </ul>	<ul style="list-style-type: none"> <li>Can provide additional detailed information on proposals in handouts</li> <li>Can seek feedback through online or written surveys</li> <li>Display boards should be visual for people with lower literacy skills, staffed by someone who can help to explain the content</li> <li>Requires people to travel to your event and to be available at a specific time</li> </ul>
<b>Public meetings</b>	<ul style="list-style-type: none"> <li>Providing a presentation, with opportunity for question and answer session</li> <li>Explaining concepts in more detail than can be obtained from information boards</li> <li>Accommodating large numbers of people</li> </ul>	<ul style="list-style-type: none"> <li>Can provide additional detailed information on proposals in handouts</li> <li>Can seek feedback through online or written surveys</li> <li>Hard for shy people to stand up and get their questions answered</li> <li>Needs good moderator to prevent grandstanding or individuals who monopolize the conversation</li> <li>Requires people to travel to your event and to be available at a specific time</li> </ul>
<b>Workshops</b>	<ul style="list-style-type: none"> <li>More engaged discussion with small groups on specific questions</li> <li>Can be combined with presentation(s)</li> </ul>	<ul style="list-style-type: none"> <li>Needs a venue where people can sit around small tables</li> <li>Need to have a good moderator and a good recorder at each table (could be paid person or volunteer from the group)</li> <li>Better at engaging quiet people, more opportunity for every participant to provide comment</li> <li>Requires people to travel to your event and to be available at a specific time</li> </ul>
<b>By-invitation meeting</b>	<ul style="list-style-type: none"> <li>Opportunity for specific in-depth discussion with selected groups and individuals, e.g., sector-specific discussions</li> </ul>	<ul style="list-style-type: none"> <li>Good for consultation with a specific group or sector but is not open “public” engagement</li> <li>Requires people to travel to your event and to be available at a specific time</li> </ul>
<b>Kitchen table talks</b>	<ul style="list-style-type: none"> <li>Meeting with small groups of individuals at their house, house of friend, local coffee shop—host does the invitations</li> <li>Opportunity for in-depth discussion with participants</li> </ul>	<ul style="list-style-type: none"> <li>A familiar and friendly venue, will encourage some participants who would not otherwise show up</li> <li>Useful for individuals with a specific interest or concern (e.g., residents close to a waste facility)</li> <li>Needs to be offered widely to avoid perception of favoritism to some groups or individuals</li> </ul>
<b>Events</b>	<ul style="list-style-type: none"> <li>A display or other information at a public event or location (e.g., farmers market, festival), staffed by knowledgeable individual(s)</li> </ul>	<ul style="list-style-type: none"> <li>Reaches people who might otherwise not participate, but are already at that event</li> <li>Needs to be engaging format to encourage passers-by to stop and find out more</li> <li>Usually more limited space than a full open house display</li> </ul>
<b>Website</b>	<ul style="list-style-type: none"> <li>Providing information and regular updates to public and interested parties</li> </ul>	<ul style="list-style-type: none"> <li>Can provide an opt-in to an email newsletter for updates</li> <li>Needs to be kept up to date</li> </ul>

Method	Useful for	Considerations
	<ul style="list-style-type: none"> <li>▪ Providing a link to online surveys</li> </ul>	
<b>Webinars</b>	<ul style="list-style-type: none"> <li>▪ Online presentations</li> <li>▪ Can be opportunity for question and answer following</li> </ul>	<ul style="list-style-type: none"> <li>▪ Can be recorded for later viewing</li> <li>▪ Less engaging than a personal presentation</li> <li>▪ Tends to be better at providing information on the project rather than receiving input (should be combined with an online survey or other mechanism to receive feedback)</li> <li>▪ People can participate from their home or business, view later if they choose</li> <li>▪</li> </ul>
<b>Web based information and surveys</b>	<ul style="list-style-type: none"> <li>▪ Making information materials available to everyone</li> <li>▪ Linking to an online survey</li> </ul>	<ul style="list-style-type: none"> <li>▪ Need to make sure everyone knows how to access the information</li> <li>▪ Need to avoid people 'spamming' the system with multiple responses from a single group or individual</li> </ul>
<b>Mailed information and surveys</b>	<ul style="list-style-type: none"> <li>▪ Ensuring information goes to every household, everyone encouraged to provide input</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost of mailing</li> <li>▪ Risk of many people just putting survey into recycling without reading the information</li> <li>▪ Needs to be written with variety of reading levels in mind</li> </ul>
<b>Media (radio, TV, newspapers, magazines)</b>	<ul style="list-style-type: none"> <li>▪ Making people aware that the consultation process is open for comment; linking to the consultation website</li> <li>▪ Spreading the word on upcoming events and encouraging greater participation</li> <li>▪ Tracking comments through letters to editor and online comments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Can purchase paid advertisements</li> <li>▪ Use media releases to notify local media of upcoming events</li> </ul>
<b>Social media</b>	<ul style="list-style-type: none"> <li>▪ Making people aware that the consultation process is open for comment; linking to the consultation website</li> <li>▪ Spreading the word on upcoming events and encouraging greater participation</li> <li>▪ Tracking comments; can be used to encourage online discussion using a given hashtag</li> </ul>	<ul style="list-style-type: none"> <li>▪ Not everyone is on social media. Only reaches regular social media followers. Just because it was on social media does not mean everyone saw it.</li> <li>▪ Needs someone to manage social media accounts, respond to posts, manage "trolls" and negative input</li> </ul>

In some circumstances a regional district will reach out to the public and other interested parties, and yet receive very little (or no) response. The ministry will be looking to ensure that due diligence occurred in trying to reach interested parties, but recognizes that in some cases public input may not be forthcoming.

## F.2. Advisory Committees

### 1. Advisory committee membership

Table 5 shows potential membership of public (and / or) technical advisory committees. The ideal makeup and size of advisory committees may differ for each regional district, dependent on the size of the regional district, sensitivities around solid waste management planning, and unique conditions for solid waste management in a region.

Table 5: Membership of the Public Advisory and Technical Advisory Committees

Representatives from:	Public Advisory Committee	Technical Advisory Committee
Regional district director (one)	X	X
Regional district engineering / planning staff	X	X
Municipalities and electoral areas (engineering / planning staff)		X
First Nations		X
Federal and provincial agencies affected by the plan		X
Organizations responsible for managing solid waste and recyclables		X
Environmental organizations	X	
Business groups	X	
Consumer groups	X	
Large waste generators ( industrial , commercial, institutional)	X	
Owners / operators of private waste management facilities	X	
School districts	X	
Ratepayers associations	X	
Interested residents	X	

If the public advisory and technical committees are separate, the regional district director or staff member should participate in both to ensure cross-pollination.

There should be a balance between technical and non-technical members of the committee(s), as well as balance in the industry and public members.<sup>35</sup> The committee(s) should appoint a chair from among themselves. It is helpful to provide committee members with a package of background information, so that everyone understands the basics of solid waste management planning and the recent history of solid waste management in the region.

<sup>35</sup> In reporting on consultation, the regional district should note who / what organizations were represented on the advisory committees and why this represented a fair balance.

## 2. Terms of reference for advisory committees

Advisory committee members should be given a terms of reference (ToR) so that they are clear about their roles and expectations.

The role of the advisory committees is to advise the regional district on matters pertaining to solid waste management planning, typically including but not limited to the design and implementation of the consultation process, the development of guiding principles, terms of reference for any planning studies, review of reports from each planning step and the draft plan.

The regional district should establish a reporting structure for each advisory committee that ensures its reports and recommendations are given open consideration by the regional district Board, except where confidential material is involved.

The ToR for advisory committees should provide clear and specific information on the committee's purpose, how it is organized, what it is trying to achieve, who the members are, and when they meet.

Typical sections for a ToR include the following.<sup>36</sup>

Committee Name	Official name of the committee or group
Purpose and scope	Describe the purpose of the committee (what the committee will do, why it was created); describe what is in and out of scope for the committee
Authority	Describe the decision making authority of the committee (decides, approves, recommends, etc.)
Membership	Type and number of members, how members are appointed, by whom and for what term, how the chair and co-chair are appointed, a list of members (name and functional role) what happens when members resign,
Meeting arrangements	Meeting frequency and location, meeting procedures (if applicable), quorum, details about agendas and minutes (how these will be distributed, available online, who prepares them, etc.), communication between meetings.
Reporting	Describe who the committee will report to, in what format, how often
Resources and budget	Describe the available resources (people, rooms, equipment, etc.) available to the committee, Describe the funds available to the committee, and who has authority for spending decisions
Deliverables	Describe the requested/required committee output
Review	State the ToR review frequency and next review date

Sample terms of reference for the public and technical advisory committee(s) and plan monitoring advisory committee are provided below. These are samples only; each regional district will need to adjust these to meet their unique needs.

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<sup>36</sup> Adapted from

<http://www.mycommittee.com/BestPractice/Committees/Startingacommittee/TermsOfReference/tabid/251/Default.aspx>.

Accessed December 16, 2015

### 3. Sample terms of reference for public and technical advisory committees

*Note that this may be a combined committee or two separate ones.*

#### Name

XX Regional District Plan Public / Technical / Public and Technical Advisory Committee

#### Purpose and scope

The purpose of the committee is to provide input, from a variety of perspectives, on the development and updating of the solid waste management plan (plan).

Tasks will include the following.

- ♦ Representing a balance of community interests
- ♦ Reviewing and providing input on reports and technical memoranda developed as part of the planning process
- ♦ Contributing to the development of the plan principles, goals and targets
- ♦ Reviewing information provided by staff and consultants and providing comments and suggestions as well as highlighting information gaps in the proposed plan
- ♦ Providing input on design and implementation of public surveys and consultation processes
- ♦ Reviewing current programs and identifying issues and opportunities
- ♦ Assisting in developing and evaluating a variety of options and strategies for the proposed plan
- ♦ Participating in public consultation, as required (for example, attendance at open houses)
- ♦ Reviewing public consultation results and providing input on the final plan
- ♦ Participating in smaller ad-hoc committees dealing with specific issues or tasks, as required
- ♦ Ensuring that proposed programs and policies are in the best interests of all residents of the region, balancing both community and industry needs and technical requirements

#### Authority

The committee makes recommendations on the proposed plan to the XXRD Board via the Solid Waste Management Committee [*or equivalent committee*]. The Board is the final decision-making authority.

#### Membership

The committee shall consist of no more than xx members representing a diversity of backgrounds, interests and geographical location. Membership shall include representation as follows: [*assuming this is a joint public and technical advisory committee*]

Voting Members:

- ♦ One representative from the Solid Waste Management Committee (or Board representative)
- ♦ Up to xx members representing a diversity of community interests such as from the following groups:
  - ♦ Private sector waste management service providers
  - ♦ Private sector solid waste facility representatives
  - ♦ Non-profit group with an interest in solid waste management (e.g., reuse organization)
  - ♦ Large institutional solid waste generator
  - ♦ Business representatives, including one focused on the 3 Rs
  - ♦ Members at large for the community (community association, youth, senior)

- ♦ Regional Landfill Advisory Committee / Regional Landfill area representative
- ♦ Urban / rural geographic mix

Non-Voting Technical Advisors:

- ♦ Up to xx members representing agencies including:
  - ♦ Regional District Staff
  - ♦ Municipal Staff
  - ♦ First Nations
  - ♦ Provincial Agencies (e.g., local health authority)
  - ♦ Federal Agencies

The committee will serve until the completion of the updated plan.

### Meeting arrangements

- ♦ The Chair and Vice-chair are elected from amongst the voting membership.
- ♦ The committee will meet monthly or at the call of the chair. Meetings will take place at the XXRD Boardroom unless otherwise specified. Members are expected to attend in person unless arrangements are made to participate by phone or online (e.g., via Skype).
- ♦ Quorum shall be a minimum of xx voting members [usually 50% plus one].
- ♦ Staff are responsible for taking minutes. Draft minutes are approved by the committee at its next meeting, and then forwarded to the Solid Waste Management Committee for information.
- ♦ Staff will prepare agendas in consultation with the Chair and Vice-chair. Agendas will be posted on the XXRD website.
- ♦ All committee members are equal and have equal opportunity to contribute at meetings, and must respect the opinions of others.
- ♦ Members are encouraged to work collaboratively and to be committed to reaching consensus where possible, taking into account the best interests of the community. Any members unable to agree with the decision may have their objections noted in the minutes.
- ♦ Members who miss three consecutive Committee meetings may have their membership revoked at the Board's discretion.
- ♦ Members must declare any real or perceived conflict of interest. The member involved should excuse themselves from proceedings that relate to the conflict unless explicitly requested to speak, on a majority vote to do so. Any subsequent information provided by the individual will clearly be identified in the minutes as coming from a source perceived to be in a conflict of interest.
- ♦ Regular communications between meetings is by email or other accepted form of communication
- ♦ Members of the public may observe meetings but will not have voting rights or speaking rights unless invited to speak by the Chair.

### Reporting

The committee reports to the Solid Waste Management Committee. Meeting minutes are provided to the Solid Waste Management Committee and the Solid Waste Management Committee liaison is expected to provide regular updates to that Committee.

### Resources and budget

XXRD provides the meeting space and any refreshments, and staff to take minutes.

Participation in the committee is voluntary and there is no remuneration for members' time. Travel assistance, if required, is provided for members travelling more than xx km to meetings, following the XXRD travel guidelines.

## Deliverables

The Committee shall provide:

*(specify)*

## Review

The terms of reference will remain in place until the task is completed. Any changes to the terms of reference must be approved by the Board.

## 4. Sample terms of reference for **plan monitoring** advisory committee

### Name

XX Regional District Plan Monitoring Advisory Committee

### Purpose and Scope

The purpose of the Plan Monitoring Advisory Committee is to advise the XXRD Board and staff with on the implementation of the Solid Waste Management Plan (plan). Tasks include:

- ♦ Reviewing information related to implementation of the plan, including waste quantities, populations, and diversion rates for each plan component
- ♦ Advising on each major plan review which will occur every five years
- ♦ Providing recommendations regarding disputes arising during implementation of the plan that pertain to:
  - ♦ interpretation of a statement or provision in the plan, or
  - ♦ any other matter not related to a proposed change to the actual wording of the plan or an operational certificate
- ♦ Ensuring adequate public consultation in matters affecting the public, such as landfill siting and transfer station siting
- ♦ Reviewing new facility applications and making recommendations to the Board

### Authority

The committee makes recommendations to the XXRD Board via the Solid Waste Management Committee. The Board is the final authority on decisions.

### Membership

The committee shall consist of no more than XX members appointed by the XXRD Board. Membership shall include representation of the various interests as follows:

- ♦ Member of the XXRD Solid Waste Management Committee (non-voting)
- ♦ xx members of staff of the XXRD (non-voting)
- ♦ One representative from each of the member municipalities and one member from each electoral area
- ♦ One representative from each of the First Nations
- ♦ One person with experience in the recycling business
- ♦ One person with experience in public education relating to solid waste management
- ♦ One person with experience in the collection and management of solid waste
- ♦ One person involved with the operation of solid waste facilities



- ♦ One person with experience in the recovery of resources from solid waste
- ♦ One member of a local environmental group with interests in solid waste
- ♦ xx members of the general public

Memberships are for one-year [or two-year] periods, and may be renewed for up to xx additional terms. (Membership should be staggered for two-year terms.)

### Meeting arrangements

- ♦ The Chair and Vice-Chair are elected annually from amongst the voting membership.
- ♦ The committee will meet monthly [*bi-monthly, quarterly*], or at the call of the chair. Meetings will take place at the XXRD Boardroom unless otherwise specified. Members are expected to attend in person unless arrangements are made to participate by phone or online (e.g., via Skype).
- ♦ Quorum shall be a minimum of xx voting members [usually 50% plus one]
- ♦ Staff are responsible for taking minutes. Draft minutes are approved by the committee at its next meeting, and then forwarded to the Solid Waste Management Committee for information
- ♦ Staff will prepare agendas in consultation with the Chair and Vice-chair. Agendas will be posted on the XXRD website.
- ♦ All committee members are equal and have equal opportunity to contribute at meetings, and must respect the opinions of others.
- ♦ Members are encouraged to work collaboratively and to be committed to reaching consensus where possible, taking into account the best interests of the community. Any members unable to agree with the decision may have their objections noted in the minutes.
- ♦ Members who miss three consecutive Committee meetings may have their membership revoked at the Board's discretion.
- ♦ In any proceeding, members must declare any real or perceived conflict of interest. The member involved should excuse themselves from proceedings that relate to the conflict unless explicitly requested to speak, on a majority vote to do so. Any subsequent information provided by the member will clearly be identified in the minutes as coming from a source perceived to be in a conflict of interest.
- ♦ Regular communications between meetings is by email or other acceptable form of electronic communication.
- ♦ Members of the public may observe meetings but will not have voting rights or speaking rights unless invited to speak by the Chair.

### Reporting

The committee reports to the Solid Waste Management Committee. Meeting minutes are provided to the Solid Waste Management Committee and the Solid Waste Management Committee liaison is expected to provide regular updates to that Committee.

### Resources and budget

XXRD provides the meeting space and any refreshments, and staff to take minutes. Funds for any projects are from the Solid Waste Management Plan budget and subject to normal budgetary review and approvals.

Participation in the committee is voluntary and there is no remuneration for members' time. Travel assistance, if required, is provided for members travelling more than xx km to meetings, following the XXRD travel guidelines.

### Deliverables

The Committee shall provide:

- ♦ An annual report to the Solid Waste Management Committee on the implementation of the plan
- ♦ Recommendations to the Board (via Committee) on changes required to the plan implementation

### Review

The terms of reference will be reviewed every year and updated as required. Changes to the terms of reference must be approved by the Board.

## G. Solid Waste Management Planning

### G.1. Roles and Responsibilities for Solid Waste Management Planning

Many different people and organizations are involved in the development and implementation of a solid waste management plan. A successful plan will include participation and collaboration among all of these groups and individuals (see Table 6).

Table 6: Roles in solid waste management planning

Who	Roles in Solid Waste Management	Roles in development of Solid Waste Management Plan ("plan")
Minister of Environment (Minister)	<ul style="list-style-type: none"> <li>▪ Has mandate to protect the environment, human health and public interest</li> <li>▪ May set provincial targets and policies for management of solid waste and recyclable materials in B.C.</li> <li>▪ Approves bylaws made under the authority of EMA</li> </ul>	<ul style="list-style-type: none"> <li>▪ Approves the plan (with or without conditions)</li> <li>▪ [or] Does not approve plan and sends back to regional district</li> <li>▪ Has authority to cancel or amend a plan</li> </ul>
Ministry of Environment (staff)	<ul style="list-style-type: none"> <li>▪ Develop municipal solid waste (MSW) management policy in consultation with stakeholders</li> <li>▪ May provide tools to support local governments on plan implementation</li> <li>▪ Ensure compliance with plan, operational certificates, permits and regulations</li> <li>▪ Report the provincial MSW disposal rate</li> <li>▪ Work with product stewardship producers and agencies to review and approve stewardship plans and annual reports</li> <li>▪ Ensure compliance with Recycling Regulation and product stewardship plans</li> <li>▪ Monitor stewardship plan implementation to inform five-year plan renewals</li> </ul>	<ul style="list-style-type: none"> <li>▪ May advise regional district staff on plan development</li> <li>▪ Do not normally participate in advisory committees or provide technical advice (exceptions may be made)</li> <li>▪ Review plan checklist, the plan and supporting documentation to ensure the planning process and the plan meet policy and legislative requirements; make recommendation to minister</li> </ul>
Regional District (Board - may be represented by Solid Waste Management Committee and staff)	<ul style="list-style-type: none"> <li>▪ Develop plan to provide big picture oversight of waste management in the region; advocate / ensure that region has access to waste management services that are environmentally sound and cost effective</li> <li>▪ Explore opportunities for inter-regional cooperation (services, facilities, awareness, etc. as appropriate)</li> <li>▪ Oversee implementation of plan through bylaws, licensing, programs (e.g., education, bans), zoning, local enforcement</li> <li>▪ Work to meet waste disposal goals and targets, moving up the pollution prevention hierarchy</li> <li>▪ Report annual MSW disposal rate to ministry</li> <li>▪ Ensure that legislative and policy requirements are followed</li> <li>▪ May operate facilities/collection system (provide service)</li> <li>▪ Support extended producer responsibility programs in jurisdiction (feedback, cross-promotion, facilitation, hosting, etc. as appropriate)</li> <li>▪ Demonstrate application of 5 Rs within own</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lead the development of the plan (including consultation process), directly and / or through consultants</li> <li>▪ Establish and participate in advisory committees</li> <li>▪ Submit plan and supporting documentation to the minister; adopt the approved plan and any conditions imposed by the minister</li> <li>▪ Responsible for plan implementation (monitoring / public reporting / compliance promotion activities / renewal / amendments)</li> </ul>

	operations	
Municipalities (council and staff)	<ul style="list-style-type: none"> <li>▪ May provide / coordinate waste management service, or own / operate facilities</li> <li>▪ Influence waste management planning and contribute to plan goals and strategies through bylaws</li> <li>▪ Municipal enforcement officers part of enforcement team</li> </ul>	<ul style="list-style-type: none"> <li>▪ Should be an active participant in development of updated plan</li> <li>▪ Important partner in plan implementation</li> </ul>
First Nations	<ul style="list-style-type: none"> <li>▪ May provide waste management services</li> <li>▪ Through servicing agreements, may use solid waste management system in the region</li> </ul>	<ul style="list-style-type: none"> <li>▪ May be an active participant in development of updated plan</li> <li>▪ Important partner in plan implementation</li> </ul>
Advisory Committee members	<ul style="list-style-type: none"> <li>▪ Committee may support board with recommendations to address plan implementation issues</li> </ul>	<ul style="list-style-type: none"> <li>▪ Active participants in plan development and consultation process</li> <li>▪ Assist in design of consultation process</li> <li>▪ Review materials and reports produced to support plan development</li> <li>▪ Collectively, represent a variety of interests and viewpoints</li> <li>▪ Help to monitor plan implementation</li> </ul>
Product stewardship producers and agencies	<ul style="list-style-type: none"> <li>▪ Provide free and reasonable access to recycling of stewarded products, sometimes with local government as collection or service provider (collection facility; curbside)</li> <li>▪ Aim to increase consumer convenience/participation with multi-product collection facilities</li> <li>▪ Provide education/promotion to increase product recovery or may fund local government delivery</li> <li>▪ Provide deposit refunds to consumers (where applicable)</li> <li>▪ Monitor / report on diversion/recovery rates</li> <li>▪ Seek local government decisions to support facility siting / zoning</li> <li>▪ Seek product recovery from local government facilities as appropriate</li> </ul>	<ul style="list-style-type: none"> <li>▪ May be an active participant in development of updated plan</li> <li>▪ Important contributor to achieving plan targets</li> </ul>
Private sector involved in waste management (e.g., haulers, facility operators)	<ul style="list-style-type: none"> <li>▪ May provide recycling and waste management services, generally for multi-family residential buildings, ICI sources and CRD sectors</li> <li>▪ May own / operate facilities</li> <li>▪ Successful reduction of these waste streams (through diversion) is a significant driver of regional waste disposal trends</li> <li>▪ Major source of innovation in the sector (driven primarily by economic considerations)</li> <li>▪ May be regulated by local government but mostly operate in the free market</li> </ul>	<ul style="list-style-type: none"> <li>▪ May be an active participant in development of updated plan</li> <li>▪ Important partner in plan implementation</li> </ul>
Interested parties (including general public)	<ul style="list-style-type: none"> <li>▪ Responsible for waste reduction and prevention through purchasing habits</li> <li>▪ Target of education and other behaviour change strategies to reduce waste and increase product reuse and recycling</li> </ul>	<ul style="list-style-type: none"> <li>▪ Should be provided with ample opportunity to comment on and influence development of updated plan</li> </ul>
Other regional districts	<ul style="list-style-type: none"> <li>▪ May import / export waste</li> <li>▪ May partner to share facilities and/or programs across several jurisdictions where system efficiencies can be found</li> </ul>	<ul style="list-style-type: none"> <li>▪ Should be notified of development of updated plan and provided with opportunity to comment</li> <li>▪ May collaborate on shared or consistent plans</li> </ul>

## G.2. Steps in Solid Waste Management Planning

Table 7: Steps in solid waste management planning

<b>Step 1: Initiate the Planning Process</b>		<b>For more information, see Guide Section</b>
Initiate the plan update	<ul style="list-style-type: none"> <li>▪ Regional District Board resolution to initiate the planning process</li> <li>▪ Identify the plan area</li> <li>▪ Identify scope of work</li> <li>▪ Notify interested parties and the ministry</li> </ul>	B.1.1
Establish planning team and committees	<ul style="list-style-type: none"> <li>▪ Establish the planning team</li> <li>▪ Establish advisory committee(s)</li> </ul>	B.1.2
Design consultation plan	<ul style="list-style-type: none"> <li>▪ Design the consultation process</li> <li>▪ Public advisory committee provides input into the design of the public consultation process</li> <li>▪ Ensure public consultation requirements will be addressed</li> </ul>	B.1.3
Develop the budget	<ul style="list-style-type: none"> <li>▪ Develop budget for planning process</li> </ul>	B.1.4
<b>Step 2: Set the Plan Direction</b>		
Identify principles, goals and targets	<ul style="list-style-type: none"> <li>▪ Establish locally relevant guiding principles, goals and targets that are complimentary to provincial principles, goals and targets.</li> </ul>	B.2.1
Prepare background information	<ul style="list-style-type: none"> <li>▪ Assemble information on the region's population and growth, and pertinent social and economic trends</li> </ul>	B.2.2
Assess the current solid waste system	<ul style="list-style-type: none"> <li>▪ Describe and analyze the current waste management system</li> </ul>	B.2.3
Consider trends that are impacting solid waste management	<ul style="list-style-type: none"> <li>▪ Look at industry trends</li> <li>▪ Build upon momentum related to greenhouse gas reduction targets, circular economy, and zero waste approaches</li> <li>▪ Consider local factors that are impacting solid waste management</li> <li>▪ Identify challenges and opportunities</li> </ul>	B.2.4
Consult the public	<ul style="list-style-type: none"> <li>▪ Seek input from advisory committees, the general public and all other interested parties</li> </ul>	B.2.5
<b>Step 3: Evaluate Options</b>		
Develop potential strategies	<ul style="list-style-type: none"> <li>▪ Identify a full range of possible strategies to achieve the targets</li> <li>▪ Consider the practicality and benefits/challenges of these strategies</li> </ul>	B.3.1
Assess the financial and administrative impacts	<ul style="list-style-type: none"> <li>▪ Consider the financial and administration impacts of the solid waste management system, including the new proposals</li> </ul>	B.3.2
Consult the public on the options	<ul style="list-style-type: none"> <li>▪ Conduct a public consultation process that allows ample opportunity to provide input</li> </ul>	B.3.3
<b>Stage 4: Plan Preparation and Adoption</b>		
Prepare draft plan	<ul style="list-style-type: none"> <li>▪ Confirm preferred strategies with advisory committees</li> <li>▪ Prepare draft plan</li> <li>▪ Review draft plan with advisory committees, adjust as needed</li> </ul>	B.4.1
Consult the public	<ul style="list-style-type: none"> <li>▪ Make draft plan available for public comment</li> <li>▪ Revise plan with public input and consult again if needed</li> </ul>	B.4.2
Prepare plan for submission	<ul style="list-style-type: none"> <li>▪ Share with ministry regional staff as appropriate</li> <li>▪ Prepare consultation summary report and complete checklist</li> <li>▪ Corporate Officer signs certification form</li> <li>▪ Submit draft plan package to Board for their review</li> </ul>	B.4.3

	<ul style="list-style-type: none"> <li>▪ Submit to minister for approval</li> </ul>	
Ministry review and approval		B.4.4
Board adoption	<ul style="list-style-type: none"> <li>▪ Following ministry approval, Board formal adoption of the final plan, including any conditions</li> <li>▪ Make the final plan and any conditions publically available, including on regional district website</li> </ul>	B.4.5
<b>Implementation and Monitoring</b>		
Implement the plan	<ul style="list-style-type: none"> <li>▪ Ensure operating certificates and licences are in place</li> <li>▪ Establish a plan monitoring advisory committee</li> </ul>	C.1
Prepare annual reports	<ul style="list-style-type: none"> <li>▪ Make reports available to public</li> </ul>	C.3.2
Monitor the plan, submit five-year review	<ul style="list-style-type: none"> <li>▪ Adjust the plan as needed to meet goals and targets</li> </ul>	C.3.1, C.3.3

### G.3. Checklist for Plan Review and Approval

The following checklist can be used by the regional district and corporate officer to ensure due diligence in meeting legislated requirements and recommendations provided through the Guide. The checklist includes specific requests for rationale regarding information included in the plan. If answering no (N) or not applicable (NA) to any of the evaluation questions below, regional districts are also asked to provide an explanation.

Table 8: Checklist for review and approval of plans

Evaluation questions	Y/N/NA
<b>A. Plan Submitted to Minister for Approval</b>	
Does the package submitted include:	
1. An electronic copy of the solid waste management plan (final draft as approved by the Board)	
2. Documentation of the regional district approval process (Board resolutions)	
3. Signed certification from the regional district corporate officer that the consultation process has been adequate	
4. A consultation summary report that outlines the consultation and planning process	
5. Endorsement letters indicating support for the plan from participating municipalities, and as necessary from First Nations and neighbouring regional districts	
6. A completed checklist (this document)	
<b>B. Plan Content – General</b>	
7. Does the plan contain locally relevant guiding principles?	
<i>If your guiding principles differ from the guiding principles suggested by the ministry, please describe, including rationale for any changes, additions or deletions</i>	
8. Does the plan identify regional goals and targets that are time bound and show continuous improvement for the region?	
<i>Describe your rationale for choosing the regional goals and targets and explain how they will help achieve provincial targets</i>	
9. Does the plan follow the 5 Rs pollution prevention hierarchy or substitute a similar hierarchy?	
<i>If a different hierarchy is used, please provide rationale</i>	
10. Does the plan identify drivers for its development (i.e., current challenges and opportunities for regional MSW management)	
11. Does the plan include an analysis of efficiency / consistency opportunities with other regional districts and any options that have been pursued?	
12. Does the plan include a map and description of the plan area, including:	

Evaluation questions	Y/N/NA
a. The location of disposal facilities and organics processing facilities that are to be approved under the plan (within the regional district and externally)	
b. The location of non-disposal facilities	
c. The location of any closed landfills / dumps that have previously existed in the plan area	
13. Does the plan contemplate new facilities for management of MSW and describe a process for the development of new facilities?	
14. Does the plan describe MSW disposal trends and waste characterization information for the region?	
15. Does the plan identify roles and responsibilities for municipalities, First Nations, other regional districts, the private sector, the not-for-profit sector, etc.?	
16. Does the plan include management strategies for each component of the waste stream/tier in the pollution prevention hierarchy?	
a. Do the plan strategies describe promotion and education programs?	
b. Do the plan strategies identify any actions requested of local governments?	
c. Do the plan strategies identify external programs or private sector contributions, and where applicable, identify how local government can provide support?	
d. Does the plan include a risk analysis of not fulfilling strategies	
17. Do the plan's financial strategies:	
a. Address cost recovery?	
b. Include a triple bottom line analysis for sites and programs?	
c. Follow the user-pay principle to the highest level practical?	
d. Depict the cost of plan elements as the monthly cost to homeowners, as well as the total cost?	
e. Identify capital projects and their costs where borrowing is anticipated?	
18. Are the environmental, social or economic impacts of the plan clearly laid out?	
19. Does the plan include provisions for monitoring and evaluating plan effectiveness?	
20. Does the plan include provisions for a dispute resolution procedure?	
21. Does the plan include an implementation schedule that identifies when plan targets will be achieved?	
<b>C. Consultation Summary Report</b>	
22. Does the consultation summary report include:	
a. A summary of the consultation process, with information on the advisory committee(s), parties	



Evaluation questions	Y/N/NA
consulted, documents presented and the public notification process	
b. A link to all consultation report(s), showing how public consultation was used to influence the plan	
c. A summary of options considered for the plan, rationale for why each option is or is not being pursued, including the level of public support for each option	
d. A summary of the plan's potential impacts to neighbouring regional districts	
e. A summary of consultations with affected parties regarding any new bylaws, or amendments to bylaws, that will be required to implement the plan	
23. Does the plan clearly identify implementation provisions in sufficient detail to enable those affected by the provisions to determine their impact?	
24. Is there a process in place for adequate public review (and minister's approval) of the implementing bylaws, licences and other authorizing provisions?	
25. Has provision been made for a reporting mechanism on the success / failure of the implementation provisions?	
26. Does the plan include schedules with descriptions of steps to be taken to update these schedules (maintain as a living document)?	
27. Does the plan include provisions for annual (or biennial) reporting, a five-year effectiveness review, 10-year renewal of plan, and a compliance promotion strategy?	
Regional district	
Date reviewed	
MoE Reviewer	

For all evaluation questions where No (N) or Not Applicable (NA) were indicated, please provide an explanation:

Question #      Explanation

## G.4. Operational Certificates and Licences

### 1. Operational certificates

In the letter approving the solid waste management plan (plan), the minister will direct the regional district to consult with the regional operations branch of the Ministry of Environment in the finalization of the necessary operational certificates (OCs). OCs are the authorization(s) for existing and future municipal landfills, waste-to-energy facilities and possibly other waste management facilities.

The approval of OCs will be based on the detailed operating and environmental protections measures for the solid waste management facilities specified in the plan. Amendments to an OC may require an amendment to the plan requiring minister approval. It is thus important to achieve the right balance between ensuring the site will be operated in accordance with standards agreed to in the approval process and providing sufficient flexibility to make minor changes easily. The plan, together with the required OCs, will form the basis of the authority to operate these facilities.

### 2. Licences

The *Environmental Management Act* provides regional districts with the authority to create bylaws to better manage municipal solid waste and recyclable materials. A regional district has the ability to issue a number of different licences, under the authority of a bylaw made under subsection 25(3)(h)(i). Three licences identified in the *Environmental Management Act* are:

- ♦ Waste Stream Management Licence
- ♦ Hauler licence
- ♦ Recycler licence

These licences can be used by regional districts as a tool for achieving operational and administrative jurisdiction over sites, facilities and haulers managing recyclable material and municipal solid waste. Licences incorporating a results based approach may incentivize regulated parties to develop innovative market solutions to meet specified outcomes. Part E of this Guide discusses the WSML bylaw enabling authority for regional districts with approved plans.

## G.5. *Dispute resolution procedures*

The following information is provided to help regional districts prepare for disputes that may arise during plan development as well as plan implementation.

Every regional district should follow best consultation practices so as to avoid or minimize potential disputes. Although consultation efforts may prevent or minimize conflicts, at times disputes may arise during development or implementation of the plan and regional districts should be prepared to quickly and equitably resolve any conflicts that may arise. To this end, regional districts should establish dispute resolution procedures to address any complaints or concerns that occur during plan development or implementation. Different procedures may need to be designed for different circumstances. The information provided in this appendix is provided as general guidance and information, and ultimately regional districts should be prepared to respond to circumstances that may arise in relation to the solid waste management plan for their area. In addition, regional districts are advised to be aware of provisions contained in the *Local Government Act*, the *Community Charter*, and / or other legislation that may apply in some scenarios, such as services. For such cases, please refer to guidance available from the provincial ministry responsible for community services.

It is important for regional districts to promote effective solid waste management planning that encourages cooperation and coordination and which considers dispute prevention and resolution methods to resolve disputes at the earliest possible stage. Regional districts should ensure that any disputes that do arise are resolved quickly (within reasonable timelines) and fairly, preferably by the parties themselves. Cooperative resolution of disputes can increase commitment to the resolution, achieve mutual gain, support effective implementation of the resolution, and preserve relationships. Resolutions should be viable, long-lasting and conclusive.

The following elements are helpful considerations when considering approaches to a conflict resolution scenario:

- ♦ **Access:** that appropriate options for preventing conflicts and resolving them at every stage of a dispute be available and easily accessible
- ♦ **Community participation:** that conflict resolution resources exist within various communities and that these communities, in appropriate circumstances, assume an active role in resolving disputes
- ♦ **Individual satisfaction:** that dispute resolution options maximize individual involvement and satisfaction with the process
- ♦ **Equality:** that dispute resolution processes be structured to balance power inequities between the parties
- ♦ **Quality of resolutions:** that settlements be fair and equitable and that the parties honour them
- ♦ **Efficiency:** that dispute resolution options:
  - ♦ be well-matched to the dispute
  - ♦ be cost-effective
  - ♦ minimize delay in reaching resolution
- ♦ **Awareness:**
  - ♦ that the public be aware of alternative dispute resolution options
  - ♦ that individuals understand how co-operative approaches to dispute resolution work

Additional dispute resolution resources are also available at the Ministry of Attorney General's Dispute Resolution Office website at [www.ag.gov.bc.ca/dro/](http://www.ag.gov.bc.ca/dro/).

A plan's dispute resolution procedures should be reviewed by the advisory committee(s) during the plan development process. The dispute resolution procedures should be attached to the plan as a Schedule for convenient reference if / when necessary. Note that the Ministry of Environment is not involved in resolving or making a decision on any dispute related to implementation of a regional district solid waste management plan.

A suggested dispute resolution procedure to assist regional districts in creating their own procedure is provided below.

### Example Dispute Resolution Procedure

This dispute resolution procedure may apply during plan development as well as to the following types of conflicts that could arise during plan implementation:

- ♦ Administrative decisions made by regional district staff
- ♦ Interpretation of a statement, bylaw, policy or provision in the plan
- ♦ Any other matter not related to a proposed change to the wording of the plan or an OC.

The following principles will be followed:

- i. The parties will make all reasonable efforts to attempt to resolve the dispute in an amicable manner without outside intervention
- ii. Disputes will be attempted to be resolved as early and at the lowest administrative level as possible; every effort will be made to avoid disputes requiring a formal resolution process
- iii. The formal process is not intended to deal with inconsequential or frivolous disputes
- iv. The cost of mediation or adjudication will be shared by the parties to the dispute
- v. Information or data related to the dispute will be shared by the parties
- vi. Rules of confidentiality and freedom of information will apply

Disputes will be settled using the following procedure:

#### **Negotiation**

- ♦ Parties involved in the dispute shall make every effort to resolve the dispute on their own through non-facilitated communication. If necessary, the parties will provide each other with a written summary of their position and any relevant supporting documentation
- ♦ Parties may agree to make use of a facilitator

*If this is unsuccessful*

#### **Plan Monitoring Advisory Committee** (if appropriate)

- ♦ Parties involved in the dispute will have opportunity to speak to the Committee
- ♦ Committee will review, consider and provide recommendations to the Board

*If this is unsuccessful*

#### **Board**

- ♦ Parties involved in the dispute will have opportunity to speak to the Board
- ♦ Board will receive recommendations from the Committee and settle the dispute; or, recommend mediation

*If the board is unable to settle the dispute*

**Mediation**

- ♦ A neutral, impartial third party facilitator who is acceptable to all the parties to the dispute will be selected. Using appropriate mediation techniques, the facilitator will attempt to develop a solution which satisfies all parties. The facilitator has no decision making authority. If the parties cannot agree on a mediator, the matter shall be referred to the BC Mediation Roster Society or equivalent roster organization for selection of a mediator.
- ♦ All efforts will be made to reach an agreement through mediation
- ♦ Costs for mediation will be shared by the parties in dispute

*If this is unsuccessful*

**Independent arbitrator**

- ♦ If the dispute cannot be resolved by a mediator, the matter will be referred to arbitration and the dispute will be arbitrated in accordance with the any applicable legislation. A neutral, impartial third party arbitrator who is acceptable to all the parties to the dispute will be selected. The arbitrator hears each party's evidence and arguments and renders a final, binding decision.
- ♦ Costs for arbitration shall be apportioned at the discretion of the arbitrator

## H. Considerations for Developing and Evaluating Strategies

### H.1. Sample Solid Waste Management Strategies

#### 1. Introduction

In developing potential and preferred waste management strategies for the region, the planning team may want to explore some of the strategies listed below or may find ideas and inspiration from other jurisdictions and through engaging interested parties in the region. The strategies below are organized by the pollution prevention hierarchy and should not be considered an exhaustive list. Related case studies and other resources may be found on the ministry's website.<sup>37</sup> Apart from the ministry's expectation to maximize strategies to reduce, reuse, and recycle, the ministry has no preference for certain strategies—these should be explored and adopted to best suit the regional context and local goals and targets.

#### 2. Reduction and reuse

Waste prevention strategies fall into three major categories:

1. **Informational strategies**, aimed at changing behaviour and informing decisions:
  - ♦ Public awareness campaigns such as encouraging consumers to “gift experiences rather than things” (e.g., Metro Vancouver’s “Create Memories not Garbage”), utilize second-hand, rental and repair businesses, participate in the sharing economy, increase bulk buying (instead of buying packaged products), etc.
  - ♦ Emphasizing where actions to reduce/ reuse waste can help reduce greenhouse gas emissions
  - ♦ Commercial, retail and industrial education, including technical / financial assistance education programs
  - ♦ Information on waste prevention techniques (see *Residential Food Waste Prevention Toolkit*<sup>38</sup>)
  - ♦ Leadership through in-house programs such as employee education; increased use of electronic documents; double-sided copying and printing and only when necessary; decreased use of non-recyclable paper, use of cloth towels or electric hand dryers in rest rooms; and where packaging is required in food operations, using only reusable and recyclable containers
  - ♦ Awards, labelling, accreditation and other forms of public recognition
  - ♦ School curricula
  - ♦ Repair cafés
2. **Incentive programs**, encouraging behaviour change through providing financial and logistical support for beneficial initiatives:
  - ♦ User-pay programs, including volume- or weight-based garbage collection rates
  - ♦ Increased and / or variable tipping fees at disposal sites
  - ♦ Tax exemptions for food donations

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<sup>37</sup> <http://www2.gov.bc.ca/gov/content/environment/waste-management>

<sup>38</sup> [http://www2.gov.bc.ca/assets/gov/environment/waste-management/recycling/organics/resources/food\\_waste\\_reduction\\_toolkit.pdf](http://www2.gov.bc.ca/assets/gov/environment/waste-management/recycling/organics/resources/food_waste_reduction_toolkit.pdf)

- ♦ Encouraging businesses to implement incentives (e.g., fee for plastic bags at retail outlets, fee for paper coffee cups at coffee shops/reduced price for using personal mug)
- ♦ House moving / construction material reuse incentives

**3. Regulatory strategies**, enforcing limits on waste generation, expanding environmental obligations and imposing environmental criteria on public contracts:

- ♦ Procurement standards for local government purchases—including durability, reusability, recyclability, and recycled material content
- ♦ Banning the acceptance at disposal sites of certain materials for which there are appropriate alternatives
- ♦ Increased fines for illegal dumping
- ♦ Reducing the flow into the plan area of non-refillable and non-recyclable containers and of products with excessive packaging into the plan area, and enlisting cooperation and coordination among adjacent jurisdictions for even greater effect
- ♦ Encouraging or mandating waste audits in the ICI sector
- ♦ User pay for demolition of buildings that need no demolition
- ♦ Requiring the use of clear garbage bags

### 3. Recycling

Products regulated<sup>39</sup> under the Recycling Regulation are managed by industry-led product stewardship programs. Regional districts and member municipalities may participate in or assist a product stewardship program by:

- ♦ Providing input during the consultation phase on draft product stewardship plans
- ♦ Providing facilities or operational services as a service provider at a landfill or other local site for product collection or processing
- ♦ Helping to inform the public that the stewardship program is available
- ♦ Assisting the producer or agency with local land use / zoning and business licence issues relating to collection and processing facilities
- ♦ Imposing landfill disposal bans on regulated products
- ♦ Providing input on the operations of product stewardship programs
- ♦ Facilitating collaboration between stewards at a regional level to improve servicing (i.e., stewards coordinating transportation and collection logistics to improve servicing in rural areas; co-locating collection programs; cooperative marketing / promotion)
- ♦ Partnering with product stewardship producers and agencies on waste composition studies at landfills and sharing data related to regulated products

Product stewardship programs may participate in or assist solid waste management planning by:

- ♦ Providing input during the consultation phase(s) on draft solid waste management plans
- ♦ Providing facilities or operational services for product collection
- ♦ Providing tailored marketing and education to the public that links to regional solid waste management goals and targets

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<sup>39</sup> For more information, including products currently regulated, see <http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling/product-stewardship>

- ♦ Identifying local land use and business licence issues relating to collection and processing facilities
- ♦ Working with other stewards at a regional level to improve servicing, e.g., stewards coordinating transportation and collection logistics to improve servicing in rural areas, co-locating collection programs, cooperative marketing / promotion)
- ♦ Carrying out waste composition studies at landfills and sharing data

Through discussions and relationship building with product stewardship programs, regional districts may determine which of the above strategies are appropriate to consider for their area.

Other recycling strategies may include:

- ♦ Building code requirements for provision of recycling services in multi-family buildings
- ♦ Working with product stewardship producers and agencies to provide recycling receptacles (clearly marked) at the streetscape and encouraging them in commercial / retail buildings
- ♦ Facilitating non-EPR recycling in the ICI and CRD sectors

## 4. Organics management and processing

A major class of solid waste which should be given considerable attention is organic material<sup>40</sup>, including kitchen scraps, yard and most land clearing debris, some paper, food processing residues, and some of the wood in demolition and construction debris. This class alone can account for 30–35 % by weight of the **solid waste stream**. Its diversion would simplify management of the remainder, especially regarding its bulk, attractiveness to wildlife, impact of leachate on soil and groundwater quality, and generation of landfill gas.

Organics management strategies may include:

- ♦ Encouraging citizens to become responsible for their own organic wastes through backyard composting (may be considered a waste reduction strategy as that material never enters the solid waste or recycling streams)
- ♦ Food waste prevention campaigns
- ♦ Diverting organics from landfills to other value added facilities using circular economy approaches
- ♦ Curbside organics collection service (green bin programs)
- ♦ Central **composting facility** (public or private) and / or collaboration with neighbouring jurisdictions in the sharing of facilities
- ♦ Community benefit agreements to overcome barriers to establishing composting facilities
- ♦ Organics bans at disposal facilities
- ♦ End market identification/development

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<sup>40</sup> See <http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling/organics>



## 5. Resource recovery

At this level of the pollution prevention hierarchy, the following strategies could be considered:

- ♦ Waste-to-energy facilities<sup>41</sup>
- ♦ Mixed waste material recovery facilities (producing recyclables from the waste stream through the application of technology<sup>42</sup>)
- ♦ Production of refuse-derived fuel
- ♦ Integrated Resource Recovery<sup>43</sup> (includes heat and energy recovery from organics processing and liquid waste facilities).

## 6. Residual management

Disposal of materials to a landfill or other facility is the least preferred management option in the pollution prevention hierarchy after reduce, reuse, recycle and recovery options have been exhausted. However, even with high diversion rates it is expected that landfills will continue to remain an important component of solid waste management system in order to manage the wastes that cannot be practically removed from the waste stream.

Landfills should be carefully designed and managed to minimize risks to the public health and safety and to ensure environmental protection. The “*Landfill Criteria for Municipal Solid Waste*” guidance document<sup>44</sup> provides standards for siting, design, construction, operation and closure of Municipal Solid Waste (MSW) landfills.

Cooperation with another solid waste management agency can be beneficial, through sharing the high financial cost, taking advantage of economies of scale, and / or responding to geographic proximity factors.

## 7. Supporting activities

A regional district may incorporate certain preferred strategies into a solid waste management plan with the caveat that further research or evaluation of the strategy takes place. The study itself may become a strategy that is listed in the plan and have a specific budget and implementation schedule associated with it.

Knowledge of the weight and nature of the solid waste requiring disposal is essential, not only for setting priorities for future higher level management strategies, but for evaluating the effectiveness of the plan in meeting its waste disposal target(s). Strategies (and associated budgets and implementation schedules) may be included in a plan for carrying out waste characterization studies and for collecting better waste disposal data (e.g., installing weigh scales at transfer stations and disposal sites).

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<sup>41</sup> For more information on the ministry's policy, see <http://www2.gov.bc.ca/gov/content/environment/waste-management/garbage/waste-to-energy>

<sup>42</sup> The ministry will evaluate proposed use of MWRR facilities on a case by case basis with respect to the pollution prevention hierarchy. In some cases, these facilities could be determined as a recycling strategy.

<sup>43</sup> See [http://www.cscd.gov.bc.ca/lgd/infra/resources\\_from\\_waste.htm](http://www.cscd.gov.bc.ca/lgd/infra/resources_from_waste.htm)

<sup>44</sup> <http://www2.gov.bc.ca/gov/content/environment/waste-management/garbage/landfills/landfill-criteria-for-municipal-solid-waste>

## H.2. Evaluation Criteria Considerations

Possible evaluation considerations for selecting a solid waste management plan strategy, policy measure or waste management service solution include, but are not limited to the following:

### (a) General considerations

- ♦ Alignment with existing or proposed provincial strategies and initiatives
- ♦ Key objectives and stages of the material life cycle that will be targeted
- ♦ The potential of a policy / waste management service solution for significant waste stream reduction
- ♦ Potential challenges administering policy once introduced
- ♦ Compatibility with approaches taken by other jurisdictions (if applicable)
- ♦ Opportunity for public-private partnerships<sup>45</sup>
- ♦ Level of flexibility for target audience to meet policy requirement (e.g., prescriptive, outcome-based or a blend)
- ♦ Flexibility to adapt policy to changing circumstances over time
- ♦ Risk of failure

### (b) Environmental considerations

- ♦ Facility discharges to the environment (level of associated environmental risk)
- ♦ Associated direct environmental benefits (e.g., greenhouse gas reductions, land productivity and soil health, air and water quality benefits, etc)
- ♦ Associated ancillary environmental benefits (e.g. upstream resource efficiency from waste prevention, use of recycled content vs virgin materials, etc)
- ♦ Linkages to the pollution prevention hierarchy and prioritization of the first 3 Rs

### (c) Economic considerations

- ♦ Associated direct economic benefits (e.g., regional / provincial employment, revenues)
- ♦ Associated ancillary economic benefits (e.g. consumer savings)
- ♦ Available recycling infrastructure and end-markets for recovered materials as well as associated market conditions (e.g., commodity prices)
- ♦ Transportation costs and means of reducing transportation costs (e.g., subsidies, storage / accumulating of marketable quantities, intermediate processing, cooperation with other jurisdictions)
- ♦ Time, cost and sustainable financing to introduce and maintain the policy
- ♦ Associated savings and costs to government, producers, recyclers, taxpayers and consumers compared to alternatives
- ♦ Fairness and equity regarding the distribution of accrued costs and benefits
- ♦ Potential trade barriers and discriminatory practices
- ♦ Potential impacts on domestic and foreign investment
- ♦ Potential influence on domestic and international industry competitiveness (e.g., market distortions)

### (d) Social considerations

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<sup>45</sup> For further information, see <http://www.partnershipsbc.ca/pdf/An%20Introduction%20to%20P3%20-June03.pdf>

- ♦ Associated direct social benefits (e.g., increased public awareness, community buy-in / support)
- ♦ Associated ancillary social benefits (e.g. education benefits beyond specific initiative)
- ♦ Creation of low-barrier workforce opportunities/training
- ♦ Likelihood to stimulate continual improvement
- ♦ Ability to create opportunities for new partnerships
- ♦ Opportunities for collaboration with neighbouring regional districts (e.g., in the collection of data or sharing of facilities)
- ♦ Opportunities for increased private sector involvement and benefit to the region (e.g. support start-ups and entrepreneurs)
- ♦ Ability to raise public awareness regarding benefits
- ♦ Perceived stakeholder support for the policy
- ♦ Time for the policy to stimulate behavioural changes once introduced

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