

To: Solid Waste Management Plan Monitoring Advisory Group

From: Recycling & Waste Management Division

Subject: Solid Waste Management Plan – 2022 Annual Progress Report

Purpose:

To update the Monitoring Advisory Group (MAG) concerning the implementation of key strategies outlined in the Cowichan Valley Regional District's (CVRD) 2018 Solid Waste Management Plan (SWMP).

Summary:

The CVRD's 2018 SWMP was approved by the Ministry of Environment and Climate Change Strategy (ENV) in August, 2020. Many of the strategies outlined in the ten (10) year plan are underway. Table 1 below summarizes the progress made on all thirteen key strategies stated in the SWMP. "In-progress" indicated that the project has started but is not yet complete. "Ongoing" means that the strategy has no clear end date hence staff will continuously work on it, e.g. advocating for EPR programs, monitor landfills or updating tipping fees.

Table 1. Status of SWMP Strategies

Strategy	Status
(1.A) Reduce wasted food from residential and Industrial, Commercial, and Institutional (ICI) sectors	In Progress
(1.B) Enhance and improve local reuse opportunities	In Progress
(1.C) Support bans on single-use plastic bags or other single-use items	In Progress
(1.D) Advocate for expansion of Extended Producer Responsibility (EPR) programs	Ongoing
(2.A) Mandate source separation for ICI and multi-family	In Progress
(2.B) Adopt a full organics disposal ban and enhance enforcement of existing material disposal bans	In Progress
(3.A) Assess opportunities for access to recycling programs at depots	Ongoing
(3.B) Adopt universal (three-stream) curbside collection services across the region	In Progress
(4.A) Ensure best management practices for odour management	In Progress
(4.B) Ensure capacity for local organics processing	Ongoing
(5.A) Perform a feasibility assessment for development of ICI transfer capacity	In Progress
(6.A) Monitor Construction and Demolition (C&D) disposal and recycling activities in the region	Ongoing
(6.B) Develop a C&D waste management strategy	In Progress

(6.C) Reduce barriers to disposing hazardous materials (asbestos, gypsum wallboard)	Ongoing
(7.A) Explore options for local disposal	In Progress
(7.B) Explore and amend tipping fee	Ongoing
(8.A) Augment illegal dumping prevention strategies	Ongoing
(9.A) Introduce collection for Household Hazardous Waste (HHW)	Ongoing
(9.B) Improve recycling opportunities for bulky items	Ongoing
(9.C) Assess effective ways to reduce open burning of wood waste	Ongoing
(10.A) Monitor historic disposal sites	Ongoing
(11.A) Implement asset management plan	In Progress
(11.B) Develop Bings Creek Transfer Station 10-Year plan	In Progress
(12.A) Develop a disaster management plan	In Progress
(13.A) Consider best management practices for education and behaviour change programs	Ongoing
(13.B) Continue to support and encourage recycling education through ongoing promotion of Zero Waste Events program	Ongoing

Background:

In British Columbia, regional districts develop municipal solid waste management plans under the provincial *Environmental Management Act*. The CVRD's 2018 SWMP provides a long-term vision of how the CVRD will manage its solid waste and serves to guide solid waste management-related activities and policy development in the region for ten years.

The CVRD's 2018 SWMP was approved by the Board of Directors in October 2018 and subsequently submitted to ENV for consideration. Approval from ENV was received in August 2020. The primary goal of the SWMP is to reduce per capita waste generation.

The ten-year plan includes a number of key strategies and specific actions to be implemented over the life of the plan. This report serves to update the MAG on progress made regarding plan implementation. Staff will continue to produce this progress report on an annual basis for the MAG and the CVRD Board of Directors.

Discussion:

Please refer to the complete CVRD SWMP, which can be found on the CVRD website at (<https://www.cvrld.ca/2979/Solid-Waste-Management-Plan>).

The following Table 2 provides a more detailed summary of the progress made on the SWMP strategy implementation.

Table 2. Details Regarding SWMP Strategy Implementation

SWMP Reference	Strategy	Goal	Status
Strategy 1.A	Enhance reduce and reuse potential	Reduce wasted food from residential and ICI sectors	In Progress
Comments: A public education package on reducing food waste will be incorporated into the roll-out campaign for three-stream curbside collection in 2025. Staff also participate in provincially lead food waste reduction meetings and learning sessions.			

SWMP Reference	Strategy	Goal	Status
Strategy 1.B	Enhance reduce and reuse potential	Enhance and improve local reuse opportunities	In Progress
Comments: As an alternative to the ‘free store’ model of managing potentially reusable items (where customers could donate items and take donated items, free of charge), the CVRD have been piloting a collaborative relationship with Habitat for Humanity by offering monthly Pop-Up Donation Drop events at Bings Creek Recycling Centre. Compared to the free store model, the pilot has substantially reduced CVRD’s costs associated with staffing provision, item storage, and disposal of non-reusable items. Furthermore, the pilot minimizes safety risks and liabilities. The donation event model provides a valuable flow of resources for established reuse not-for-profit organizations, creates additional reuse options for items that would otherwise be sent to landfill, and supports affordable housing projects in the region. The long-term vision is to secure funding to construct a permanent space for reuse organizations to operate at the site.			

SWMP Reference	Strategy	Goal	Status
Strategy 1.C	Enhance reduce and reuse potential	Support bans on single-use plastic bags or other single-use items	In Progress
Comments: Regional districts have limited powers to regulate single-use plastics within their own borders. They may still shape the regulatory landscape through advocacy and participation in regulatory feedback processes. In 2022, the CVRD provided support and input for the Clean BC Plastic’s Action Plan in the following ways: <ul style="list-style-type: none"> • Suggested including into the regulation additional problematic materials such as low-value, non-recyclable plastics and or those that fall outside of existing EPR programs. • Supported expanding compostable plastic packaging bans include all bioplastics. The CVRD will help provide educational information on the upcoming material bans and EPR programs.			

SWMP Reference	Strategy	Goal	Status
Strategy 1.D	Enhance reduce and reuse potential	Advocate for expansion of EPR Programs	Ongoing
<p>Comments: The majority of EPR programs in BC are regulated by the Province's Recycling Regulation. As per the SWMP, the CVRD stays informed of potential changes to recyclable materials as defined by the <i>Recycling Regulation</i> and participates in various stewardship groups and industry associations during consultations regarding upcoming changes. The goal is to help shape the development of effective policies and programs to improve product recyclability, increase accessibility to collection networks, and reduce waste management costs.</p> <p>For example, the CVRD provided feedback to the Recycle BC program plan to advocate for satellite depots such as Fisher Road Recycling to remain in the program. This ensures that South-end residents continue to have access to packaging and paper products recycling at their convenience. The CVRD also provided feedback and data on the CVRD mattress recycling program to inform the upcoming EPR program on mattresses (anticipated to roll out in 2025).</p>			

SWMP Reference	Strategy	Goal	Status
Strategy 2.A	Reduce disposal from ICI and multi-family residential	Mandate source separation for ICI and multi-family	In Progress
<p>Comments: Staff continues to consult with the Regional District of Nanaimo (RDN), who was granted the power to mandate source-separation for ICI and multi-family. Currently, RDN is awaiting approval of their Waste Hauler Licensing bylaw, which provides financial incentives to waste haulers to participate in source separation, without which the source separation bylaw may not be adopted. The CVRD will endeavour to adopt a similar bylaw if RDN is successful.</p>			

SWMP Reference	Strategy	Goal	Status
Strategy 2.B	Reduce disposal from ICI and multi-family residential	Adopt a full organics disposal ban and enhance enforcement of existing material disposal bans	In Progress
<p>Comments: Before a full organics disposal ban can be implemented at the Bings Creek Waste Transfer Station, the CVRD must ensure that alternatives for managing organic waste are provided. As such, the CVRD will likely not implement a full ban until the three-stream curbside program has been rolled out.</p>			

SWMP Reference	Strategy	Goal	Status
Strategy 3.A	Reduce disposal from residential sector	Assess opportunities for access to recycling programs at depots	Ongoing
Comments: The CVRD continues to add new recycling programs as they become available under the <i>Recycling Regulation</i> . In addition, the CVRD is continuously looking for opportunities to divert other materials, including carpet underlay, hard plastics, etc. Through collaboration with the Capital Regional District on a recent request for proposal, the CVRD hopes to be able to add additional recycling programs in 2023/2024.			

SWMP Reference	Strategy	Goal	Status
Strategy 3.B	Reduce disposal from the residential sector	Adopt universal (three-stream) curbside collection services across the region	In Progress
Comments: The CVRD launched the first phase Three-Stream Curbside Collection (formerly known as the Universal Curbside Collection Program) Public Engagement in the spring of 2022. The goal of this process was to listen and learn from Electoral Area residents to gain an understanding of their priorities, concerns, and preferences for the upcoming service. Based on the input from Phase 1 of Engagement, two feasible service options with an optional “add-on” were identified for residents to give feedback on during Phase 2 of Engagement, which took place in the spring of 2023.			

SWMP Reference	Strategy	Goal	Status
Strategy 4.A	Improve organics processing	Ensure best management practices for odour management	In Progress
Comments: The CVRD regulates the management of privately owned municipal solid waste and recyclable material management facilities through its Waste Stream Management Licensing (WSML) bylaw. There are currently four licensed waste management facilities in the CVRD, two of which are food waste and yard and garden composting facilities. All licensed facilities must have approved plans for operating, odour, liquid waste, and emergency management. CVRD Staff conduct annual inspections of the facilities to ensure that they meet all aspects of their licenses, and work with site managers on any areas of concern or particulars that need improvement. Regular communication between staff and the facility managers is ongoing throughout the year. Requirements regarding odour management for composting facilities are outlined in each facility’s Odour Management Plan and can include requirements for daily odour monitoring, regularly scheduled odour management infrastructure inspections, building enclosure, pond aeration, and specific controls to reduce odour generation.			

An online odour concern form is available for residents to complete and submit to the CVRD and the facility when an odour suspected to be emanating from a facility is observed. The facility in question is required to complete a response to the complaint, including conducting an odour survey and reporting the findings, identifying what activities were taking place at the facility at the time of the complaint, and what actions (if applicable) were taken to mitigate odours identified as coming from current activities.

Staff also continue to work with the province regarding changes to the provincial *Organic Matter Recycling Regulation* in support of improved odour management systems, science and regulations.

SWMP Reference	Strategy	Goal	Status
Strategy 4.B	Improve organics processing	Ensure capacity for local organics processing	Ongoing
Comments: When the SWMP was written, there was a concern that there would not be sufficient composting capacity to manage all the organics that the region is trying to divert from landfill. However, since then, one regional composting facility increased its processing capacity and the composting facility in Nanaimo went through an extensive expansion.			

SWMP Reference	Strategy	Goal	Status
Strategy 5.A	Investigate processing and transfer capacity for ICI recyclables	Perform a feasibility assessment for the development of ICI transfer capacity	In Progress
Comments: Since the SWMP was written, ENV has started to look at adding ICI printed paper and packaging (PPP) to the <i>Recycling Regulation</i> . CVRD has partaken in consultation sessions with ENV to provide feedback on current ICI recycling gaps. The CVRD will continue to provide support for ICI PPP to be added to the existing EPR program for printed paper and packaging (PPP).			

SWMP Reference	Strategy	Goal	Status
Strategy 6.A	Improve management of C&D materials	Monitor C&D disposal and recycling activities in the region	Ongoing
Comments: After a successful pilot of accepting painted wood waste at the Bings Creek Recycling Centre, this program was expanded to Peerless Road and Meade Creek Recycling Centres. At this time, painted wood waste is processed into a fuel source that replaces the use of coal in cement plants. While this is better than landfilling painted wood waste, the CVRD will continue to look for a higher and better use for painted wood waste.			

SWMP Reference	Strategy	Goal	Status
Strategy 6.B	Improve management of C&D materials	Develop a C&D waste management strategy	In Progress
Comments: The CVRD continues to participate in regional district working groups that focus on finding reuse and recycling solutions for construction and demolition waste. At this time, several municipalities (but no regional districts) have adopted deconstruction bylaws. In the future, the CVRD will assess the possibility of adopting a deconstruction bylaw or similar tools to reduce landfilling of C&D waste.			

SWMP Reference	Strategy	Goal	Status
Strategy 6.C	Improve management of C&D materials	Reduce barriers to disposing of hazardous materials (asbestos, gypsum wallboard)	Ongoing
Comments: The private sector currently provides services for managing asbestos-containing drywall. No additional work has been done on this initiative at this time.			

SWMP Reference	Strategy	Goal	Status
Strategy 7.A	Explore options for local disposal	Explore options for local disposal	In Progress
Comments: In 2022, the CVRD initiated talks with the RDN about forming an island/coastal local government working group to assess the status of landfill capacity in this area, as well as beginning to plan for potential joint long-term waste disposal solutions. Work will start in 2023 and likely continue over several years.			

SWMP Reference	Strategy	Goal	Status
Strategy 7.B	Explore options for local disposal	Explore and amend tipping fee	Ongoing
Comments: To address changes in costs for the processing and hauling of recyclable and garbage materials that are collected at CVRD Recycling Centres, the CVRD conducts an annual review of tipping fees in conjunction with annual budget preparation. Fee amendments may also occur as a result of new processing contracts. Due to various factors such as inflation and increased transportation costs to the landfill in Washington state, the tipping fee for MSW was approved for increase twice in 2022, raising it to \$192/tonne.			

SWMP Reference	Strategy	Goal	Status
Strategy 8.A	Reduce illegal dumping	Augment illegal dumping prevention strategies	Ongoing
<p>Comments:</p> <p>The CVRD continues to monitor and enforce illegal dumping hotspots across the region. Also, the CVRD's Community Clean-up Fund enables the free disposal of community clean-up debris collected by eligible volunteer groups. In the year 2022, volunteer groups disposed of 33 metric tonnes using clean-up funds. The CVRD summer student also undertook a study to assess and track illegal dumping and came up with recommendations on how to decrease the prevalence of these activities.</p> <p>The CVRD bylaw enforcement division reported 57 calls for waste management bylaw contraventions in 2022. Six fines, totalling \$3,750, were issued relating to the deposition of prohibited waste or open burning of waste.</p>			

SWMP Reference	Strategy	Goal	Status
Strategy 9.A	Implement collection/drop-off for HHW, bulky items, and organic debris	Introduce collection for HHW	Ongoing
<p>Comments:</p> <p>The CVRD collects the following EPR household hazardous wastes (HHW) at all three of its recycling centres.</p> <ul style="list-style-type: none"> • Product Care: <ul style="list-style-type: none"> ○ Paint Recycling - most liquid and all aerosol paints, empty containers ○ HHW -solvents and flammable liquids (including gasoline), domestic pesticides, empty containers ○ Light bulbs and smoke/CO alarms • Interchange Recycling: <ul style="list-style-type: none"> ○ Used oil and antifreeze, empty containers • Canadian Battery Association <ul style="list-style-type: none"> ○ Lead-acid batteries • Call2Recycle <ul style="list-style-type: none"> ○ Single-use and rechargeable batteries <p>Also, the CVRD partners with Clean Farms, a non-profit stewardship organization, to collect unwanted agricultural pesticides, commercial golf course pesticides, livestock medications, and empty in-program containers. Collections are held at Bings Creek on a biennial basis.</p> <p>While the majority of HHW products are accepted under existing EPR programs, there are a number of hazardous products that are not managed by the provincial regulation. These so-called 'orphaned' products include pool chemicals, corrosive cleaners, flammable personal care products, diesel, and non-domestic pesticides, to name but a few. The CVRD will continue to advocate for the inclusion of these items into EPR programs.</p>			

SWMP Reference	Strategy	Goal	Status
Strategy 9.B	Implement collection/drop-off for HHW, bulky items, and organic debris	Improve recycling opportunities for bulky items	Ongoing
Comments: Until these materials are included in EPR programs, the CVRD continues to subsidize (using tax requisition) the cost of recycling both mattresses and couches at CVRD recycling centres. The CVRD will continue to advocate for the inclusion of these items into EPR programs. An EPR program for mattresses is expected to begin in 2025.			

SWMP Reference	Strategy	Goal	Status
Strategy 9.C	Implement collection/drop-off for HHW, bulky items, and organic debris	Assess effective ways to reduce open burning of wood waste	Ongoing
Comments: During the annual open burn windows, recycling and waste management staff continue to collaborate with other CVRD divisions to promote composting and chipping instead of open burning of wood waste. In addition, and per the regional Airshed Management Strategy, the CVRD has explored the option of including yard waste as curbside collected material to help reduce backyard burning as part of strategy 3B. As mentioned under 8A, the CVRD bylaw enforcement division reported 57 calls for waste management bylaw contraventions in 2022.			

SWMP Reference	Strategy	Goal	Status
Strategy 10.A	Monitor historic disposal sites	Monitor historic disposal sites	Ongoing
Comments: <i>Koksilah Landfill</i> Waste was deposited at the Koksilah Landfill from approximately the 1950s until 1998 when material acceptance ceased and the landfill was capped. Current monitoring of the Koksilah Landfill involves sampling from groundwater wells, domestic wells, and surface water sites, as well as inspections of the landfill cap and passive landfill gas venting infrastructure. Reporting that outlines sampling results and recommendations are compiled and forwarded to the Ministry of Environment and Climate Change (ENV) annually. The most recent 5-year review of the monitoring program was conducted by a qualified professional in 2021 when the sampling frequency was reduced from three times annually to once annually. <i>Meade Creek Recycling Centre</i> The Meade Creek Recycling Centre was formerly the site of a municipal solid waste incinerator operated by the CVRD from 1976 to 1998. In 1999, the incinerator was decommissioned and the site was converted to its current use as a recycling and garbage drop-off facility and was subsequently upgraded in 2018. Bi-annual environmental monitoring involves the collection and analysis of groundwater from four wells, and surface inspections focusing on the integrity of the landfill cover and bounding drainage ditches. Reporting is submitted to ENV annually. Monitoring of the site will continue in its current structure until at			

least 2024 when a qualified environmental professional will review the need for continued or reduced groundwater monitoring.

Peerless Recycling Centre

From the mid-1970s to 1998, the Peerless Road property was used as a municipal waste incinerator and incinerator waste landfill. As part of a 2012 remediation process, recyclable material was recovered from the incinerator ash and the remaining material was used as structural fill for the current waste transfer station. CVRD staff initiated environmental monitoring in 2015; groundwater quality monitoring is conducted quarterly and surface water quality monitoring is conducted bi-annually. The first third-party environmental monitoring review was completed in 2021 and no significant changes were made to the program. Reporting is submitted to ENV annually.

Bings Creek Recycling Centre

The Bings Creek Recycling Centre serves as a transfer station where municipal solid waste including organics and recyclable materials are sorted and temporarily stored until ready for shipping to offsite processing sites. Environmental monitoring is not required by ENV at the Bings Creek Recycling Centre, however, the CVRD implemented an environmental monitoring program in 2000 to monitor for potential impacts to groundwater and surface water generated by facility operations. The most current review of environmental monitoring results was undertaken by a qualified professional in 2022 when no significant program changes were recommended.

SWMP Reference	Strategy	Goal	Status
Strategy 11.A	Implement an asset management plan	Implement an asset management plan	In Progress
Comments: The goal of asset management (AM) is to ensure that service delivery is sustainable over the long term and balances social, environmental, and financial costs and benefits of the infrastructure asset over its entire life. In other words, AM is about maximizing the value of infrastructure over the long term and getting the biggest bang for the buck. In 2018, the CVRD commissioned a condition assessment of the CVRD Recycling Facilities. Upgrades undertaken in 2022 included extensive work on the transfer building at Bings Creek Recycling Centre with seismic upgrades, a reinforced suspended slab, new beams, scales, push-up walls on interior building sides, and exterior improvements. New machinery purchased in 2022 included a new skidsteer for Peerless and an excavator for Bings Creek.			

SWMP Reference	Strategy	Goal	Status
Strategy 11.B	Implement an asset management plan	Develop Bings Creek Transfer Station 10-Year Plan	In Progress
Comments: In late 2022, the CVRD began plans for initiating the work for a more extensive plan for the Bings Creek Recycling Centre and adjacent lands. Work will continue in 2023 and beyond. In addition, the CVRD applied for a six-million-dollar grant for expanding the recycling infrastructure on the site.			

SWMP Reference	Strategy	Goal	Status
Strategy 12.A	Develop a disaster management plan	Develop a disaster management plan	In Progress
Comments: The increasing frequency of natural disasters has highlighted the importance of developing a disaster debris management plan for the region. In conjunction with its member municipalities, First Nations, and Emergency Management Cowichan, the CVRD will develop an operational framework to manage disaster debris waste at sub-regional and regional levels. Initial steps in plan development include debris estimations, analyzing debris management capacity, identifying risks, and determining best practices.			

SWMP Reference	Strategy	Goal	Status
Strategy 13.A	Integrate education and behaviour change best practices	Consider best management practices for education and behaviour change programs	Ongoing
Comments: The CVRD has undertaken a rigorous public education campaign, incorporating where possible the principles of Community Based Social Marketing (CBSM) as recommended in the SWMP. An overview of educational efforts in 2022 includes attendance at public outreach events such as markets, fairs, home shows and the like; presentations to community groups on proper recycling techniques; promotion of the Cowichan Recycles App for collection reminders and other recycling/waste-related notifications; continual updating of the Recylopedia online search engine for recyclables; extensive social media posts on a wide array of environmental topics; summer curbside auditing of recyclables and associated educational stickers and notices to reduce recycling contamination; and regular updating of web pages. Staff apply to WildSafeBC for a yearly for a seasonal local WildSafeBC coordinator. This coordinator's role is to provide education and outreach regarding decreasing interactions with wildlife, with a focus on bear awareness and curbside garbage. Staff provide this coordinator with information to assist in tagging garbage totes that are left out overnight. Staff also act as a liaison between this position and other interested parties such as conservation officers, municipalities, and volunteers. The WildSafe coordinator attends community events and provides education at local schools and groups, in addition to generating social media campaigns. The CVRD was one of the first to prohibit placing carts at the curb outside of the collection day set-out window, established in its curbside collection bylaw. Going forward, the CVRD seeks to establish a bear-smart working group with other local municipalities to decrease wildlife interaction across the region. Lastly, the CVRD will work to join the Bear Smart Community Program, a proactive initiative that encourages communities, businesses, and individuals to reduce human-bear conflicts.			

SWMP Reference	Strategy	Goal	Status
Strategy 13.B	Integrate education and behaviour change best practices	Continue to support and encourage recycling education through ongoing promotion of Zero Waste Events program	Ongoing
Comments: The Community Event Tote Program was created to provide an opportunity for not-for-profit organizations and schools to educate the community about proper waste separation practices by ensuring that waste is properly separated at events. Eligible applicants are required to pay a deposit to cover disposal fees (per Bylaw 4412) and/or for the processing of contaminated materials, unclean, damaged or missing totes. Fifteen events were scheduled for this program in 2022, providing education on proper recycling techniques to the public. The program is promoted on the CVRD website and often has return customers.			