

ISSUED FOR REVIEW

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**To:** Regional Solid Waste Advisory Committee      **Date:** April 19, 2018  
**c:** Rory Mckenzie  
Janette Derksen      **Memo No.:** 4  
**From:** Lauren Quan      **File:** 704-SWM.SWOP03664-01  
Tamara Shulman

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**Subject:** Public Consultation Plan  
For the Regional District of Bulkley-Nechako Solid Waste Management Plan

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*This 'Issued for Review' document is provided solely for the purpose of client review and presents our interim findings and recommendations to date. Our usable findings and recommendations are provided only through an 'Issued for Use' document, which will be issued subsequent to this review. Final design should not be undertaken based on the interim recommendations made herein. Once our report is issued for use, the 'Issued for Review' document should be either returned to Tetra Tech Canada Inc. (Tetra Tech) or destroyed.*

## 1.0 INTRODUCTION

The Regional District of Bulkley-Nechako (RDBN) retained Tetra Tech Canada Inc. (Tetra Tech), MWA Environmental Consultants Ltd. (Maura Walker), and Carey McIver and Associates Ltd., (the Consulting Team) to manage a review and update of the RDBN's 1996 Solid Waste Management Plan (SWMP). The Consulting Team has prepared a consultation plan with input from the RDBN staff and the Regional Solid Waste Advisory Committee (RSWAC). Engaging the public and key stakeholders is an integral aspect of the solid waste management planning process. Involving all parties affected by the outcomes will ensure innovative ideas are captured and buy in for system adjustments are accepted. Per the updated 2016 Guide to Solid Waste Management Planning, interested parties include but are not limited to: various levels of government including First Nations; waste and recycling providers; environmental groups, other community associations, various generators across sectors; entrepreneurs; and interested individuals.

The consultation process will be completed to meet the Environmental Management Act requirements by addressing public consultation considerations throughout the solid waste management planning process. The intent is to provide interested parties with the opportunity for input on the plan and ensure that feedback is incorporated into the amended plan.

This plan is based on the 2016 Solid Waste Management Planning Guide that reinforces the importance of creating a meaningful context for engagement by understanding the audience to build trust and inclusion, setting clear expectations about the scope for discussion, being transparent with information, being responsive and accountable, and having an adequate amount of time and resources to successfully engage stakeholders and the public.

## 1.1 Key Issues for Consultation

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Through the SWMP process, options were developed to increase diversion from landfills, support ongoing disposal services, and protect the environment. Several options and the resulting bylaw, policy, and program changes have direct implications for interested parties. While all options will be addressed through the consultation process, it is expected that the key issues that will require significant discussion through the consultation process for the RDBN SWMP include:

- Increasing access to recycling services by accepting Recycle BC's offer to host drop-off depots at regional transfer stations.
  - The RDBN has historically supported recycling programs by providing grants to local recycling organizations. By accepting the offer from Recycle BC to partner to provide depots at all regional transfer stations, the RDBN will increase access to recycling for most rural populations and several communities who previously had limited options to recycle.
- Expansion of recycling in the region to increase diversion in the industrial, commercial, and institutional (ICI) sector and from multi-family residences.
  - The ICI sector is well serviced for cardboard (OCC) but there is limited to no access to recycling for other commodities. Multi-family residences are not included in municipal curbside recycling collection in the region.
- Increasing diversion of organics (food and yard waste) in the region through partnerships with municipalities with the RDBN providing processing capacity and municipalities collecting organics.
- A policy framework for decisions regarding participation in current and future extended producer responsibility (EPR) programs.
  - The RDBN has historically limited its direct partnerships with EPR stewards in favor of allowing the private sector and non-profits to create drop-off depots for recyclable materials under these programs. The region is now contemplating an extensive partnership with Recycle BC and may be approached by additional stewards and community organizations seeking direct partnerships to increase diversion. An EPR policy would set the direction for how the RDBN wishes to engage in EPR-related services.
- Funding future increases in operating costs by expanding cost recovery.
  - The RDBN currently has limited cost recovery through user fees. The policy, program, and bylaw changes proposed in the draft SWMP will increase future operations costs which could be paid either through additional taxation or through expansion of cost recovery through user fees. The contemplated consultation will focus on the need to address cost recovery and assess public and stakeholder preference for user fees vs taxation to fund the solid waste management system with a more detailed analysis and implementation plan following the SWMP process.
- Mitigation of illegal dumping.
  - The amount of illegal dumping in the RDBN is expected to increase initially if user fees are enacted. Mitigation strategies will be required as changes are made to the solid waste management system.

## 2.0 CONSULTATION PLAN

The consultation plan consists of the following:

- Consultation with the RSWAC composed of elected officials, technical members, and members of the public.
- Initial public engagement through plan announcements via media and online, and an online survey to gauge public satisfaction with the current solid waste system (completed).
- Engagement with the public to collect input on the draft plan and strategies therein. This is to be conducted through media and online updates, open houses, and other stakeholder meetings.

### 2.1 Advisory Working Group

Upon plan initiation, RDBN staff convened the RSWAC. Terms of reference were established to convene the RSWAC consisting of up to 25 members who were selected by the Board of Directors through an application process. A media release was issued to call for volunteers, and information was posted online. Three members of the RDBN Board of Directors were appointed representing rural areas (Area A – Smithers Rural, Area E – Francois/Ootsa Rural, and Area F – Vanderhoof Rural), local governments (District of Vanderhoof, Village of Burns Lake, District of Houston, Town of Smithers, Village of Granisle), First Nations, Recycling Organizations, the Solid Waste Industry, local institutions, major sectors, rural areas, and the public. The terms of reference are attached as Appendix A.

### 2.2 Consultation Options

Public engagement is a vital component of the SWMP process. The consultation process will engage key stakeholders including community members, commercial businesses, First Nations, and producers throughout each project phase and is incorporating several tools, including, but not limited to, the following.

- Online Tools and Direct Notification – Early in the project, the community at large was made aware of the SWMP process and opportunities to provide input. Website updates and an extensive direct-mail campaign was used to reach a broad audience.
- Surveys – Residents and stakeholders have and will be contacted using online surveys to provide feedback. Online surveys can be an effective way to gauge public feedback and can be presented via the RDBN website, social media, or during public engagement activities. An initial online survey was created to collect feedback about the current system for managing MSW in the RDBN with notification of the public through direct mail.
- Public Engagement and Meetings – Existing gatherings and community events may be targeted to provide a “captive audience” and ensure participation beyond the same set of community members. If sufficient suitable events do not exist, several stand-alone meetings may be employed in major population centers. Afternoon and evening meetings as well as “intercept” interviews outside of local meeting places can be utilized as a tool to engage and update residents about upcoming meetings and feedback opportunities.
- Targeted Stakeholder Engagement – Identify suitable participants for a stakeholder group with members representing a cross-section of the community. This group will play a central role in providing feedback for the priority options developed.
- Interviews – One-on-one interviews, both in person and via phone to gather feedback and opinions from key stakeholders without the external influences present in workshops and focus groups. In-person interviews were

conducted through the initial site visits and follow-up phone interviews will be conducted with key stakeholders to gather their feedback about specific portions of the plan.

- First Nations Engagement – Engagement with First Nations may need to vary depending on the status of treaties and self-governance.

The consultation plan will include the methodology for tracking and assessing the implementation of the consultation plan to exceed the requirement for “adequate” consultation referenced in the 2016 Solid Waste Management Planning Guide.

## 2.3 Phase One Engagement

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The initial round of public consultation occurred in the early phases of the planning process. It begins before the RSWAC was convened and continues until the initial draft of the SWMP update is developed. This phase intended to provide the community with information about the planning process, select an advisory group, and gather a general ‘pulse’ on issues that the community hoped would be addressed during the SWMP process. This phase of public consultation included the following:

1. Website update.
  - Directed website visitors to previous related documents.
  - Directed website visitors to recent studies.
  - Explained the SWMP process.
2. Advisory group announcement.
  - Publicized a call for members of the advisory group.
  - Conducted directed outreach towards representatives of key stakeholder groups.
3. Online survey.
  - Publicized through a mail out to all residences with addresses on file with the RDBN.
  - Gained a general sense of community satisfaction and needs through an online survey.
  - The online survey included questions to determine demographic information such as sector and location.

## 2.4 Phase Two Engagement

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After the draft plan is compiled and the options are thoroughly developed, another round of public consultation will occur. This consists of more focused feedback and engagements on the proposed SWMP update with a focus on communities or groups explicitly impacted by any of the potential changes (e.g., collection changes or infrastructure development).

A plan for public engagement is laid out in this document and factors in how draft SWMP prioritized strategies may affect the community at large. The consultation plan will be presented to the RSWAC for feedback and approval. The consultation plan will be revised accordingly, then the plan will be implemented.

This phase of the consultation plan is expected to include the following elements:

1. Outreach material development.
  - Confirmation of the graphic image, a PowerPoint Presentation (PowerPoint), survey questions, and written copy for online postings and poster boards displays.
2. Open houses.
  - Two to three open houses are to be held to provide a venue for interested community members to learn about and provide feedback on the SWMP update. It is recommended that this step is two-fold with poster board displays in a public passerby area along with a follow up meeting adjacent to the area.
3. Council presentations.
  - Municipal and First Nation councils will be offered a short presentation to provide information on changes proposed under the SWMP and allow an opportunity to provide input to the process on behalf of their communities.
4. Stakeholder meetings.
  - With relevance to specific options, there may be a need to convene stakeholder groups (e.g., community associations, business groups, etc.) to discuss the options presented and solicit feedback in a more intimate gathering.

## 2.5 Promotion

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The SWMP update was and will be promoted in the following ways:

1. The SWMP update was initiated by notifying the Ministry of Environment (the Ministry), the Regional Board of Directors and member municipalities and First Nations in the RDBN.
2. Advertisement in newspapers and utility newsletters.
3. Advertisement in newspapers for the RSWAC.
4. News releases.
5. An augmented website page for SWMP update information was developed with contact information for providing feedback.

## 2.6 Consultation Tracking

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The Ministry requires that data is collected and tracked during the public consultation process and that this information is included in the SWMP Update. RDBN will track and compile data during the public consultation process to collect the following information.

**Table 2-1: Requirements for Tracking Consultation**

| Consultation Event or Milestone | Ministry Tracking Requirements   |
|---------------------------------|--|
| Open houses or other events.    | <ul style="list-style-type: none"> <li>▪ Date.</li> <li>▪ Location.</li> <li>▪ Attendees.</li> </ul>   |
| Web-based participation.        | <ul style="list-style-type: none"> <li>▪ Dates available.</li> <li>▪ Information provided and/or collected.</li> <li>▪ Participation numbers.</li> </ul> |
| Feedback during consultation.   | <ul style="list-style-type: none"> <li>▪ Topic of consultation.</li> <li>▪ Interim consultation report.</li> <li>▪ Consultation themes.</li> </ul>       |
| Preferred strategies.           | <ul style="list-style-type: none"> <li>▪ Strategy options.</li> <li>▪ Level of public support.</li> <li>▪ Strategy decisions.</li> </ul>                 |

## 2.7 Plan Implementation

RDBN staff will respond to and engage with interested parties and the public at large as the plan implementation moves ahead.

### 2.7.1 Key Stakeholders

Table 2-2 summarizes the key stakeholders and

**Table 2-2: Summary of Key Stakeholders and Areas for Consultation**

|  | Recycle BC depots at Transfer Stations | Expand recycling in ICI and Multi-Family | Increase Organics Diversion | EPR Policy | Funding and Cost Recovery | Mitigating Illegal Dumping |
|--|--|--|-----------------------------|------------|---------------------------|----------------------------|
| Local Governments (Towns, Villages, Districts)               | ✓                                      | ✓  | ✓                           | ✓          | ✓                         | ✓                          |
| First Nations  | ✓                                      |  |                             |            | ✓                         | ✓                          |
| Local Recycling Organizations (Depot Operators, Non-Profits) | ✓                                      | ✓  |                             | ✓          |                           |                            |
| Solid Waste Haulers and Material Processors (Private Sector) |  | ✓  |                             |            | ✓                         |                            |
| RDBN Solid Waste Operations Staff (Facility Attendants)      | ✓                                      |  |                             | ✓          |                           | ✓                          |

## 2.7.2 Timeline

The timeline for the public consultation is presented in Table 2-3 and will be finalized based on staff and RSWAC input.

**Table 2-3: Consultation Timeline**

| Consultation Component |   | Estimated Timeline             | Consultant's Role  |
|------------------------|---|--------------------------------|--|
| Phase 1                | Website Updates   | January 2018                   | Provide initial inputs.  |
|                        | RSWAC Announcement and Engagement   | January 2018 to June 2018      | Provide inputs and facilitate RSWAC meetings.  |
|                        | Initial Online Survey   | December 2018 to January 2018  | Provide questions and summarize survey results.  |
| Phase 2                | Outreach Material Development   | May 2018                       | Input on icon development, PowerPoint, written copy for various materials.   |
|                        | Open Houses<br>(Smithers/Telkwa Area, Burns Lake Area, Vanderhoof Area)                 | TBD                            | Provide staff support for open house session(s).   |
|                        | Council Presentations<br>(Provided to municipal and First Nations councils by request)) | May 14, 2018 to June 8, 2018   | Provide staff support for presentations.   |
|                        | Stakeholder Meeting(s)<br>(Burns Lake Area)   | TBD                            | Provide staff support for stakeholder meeting(s).  |
|                        | Options Online Survey   | May 14, 2018 to June 10, 2018  | Provide sample questions.  |
|                        | Survey Data Synthesis   | June 11, 2018 to June 18, 2018 | Collaborate with staff to compile and analyze feedback to determine public support for proposed options.                         |
|                        | Consultation Summary  | June 2018                      | Collaborate with staff to track and compile engagement efforts and results throughout the project. Prepare consultation summary. |

1. To begin once the draft SWMP update is presented to the RSWAC and approved for the next round of consultation.

## 3.0 LIMITATIONS OF REPORT

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## 4.0 CLOSURE

We trust this technical memo meets your present requirements. If you have any questions or comments, please contact the undersigned.

Respectfully submitted,  
Tetra Tech Canada Inc.

### *ISSUED FOR REVIEW*

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Attachments (2):      Appendix A – Terms of Reference  
                                 Appendix B – Limitations on the Use of this Document

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## APPENDIX A

### TERMS OF REFERENCE

## REGIONAL SOLID WASTE ADVISORY COMMITTEE (RSWAC)

### TERMS OF REFERENCE

**Background/Purpose:** The Regional District of Bulkley Nechako (RDBN) is undertaking a review and update of the Solid Waste Management Plan (SWMP). Public and stakeholder consultation is integral to the review. In accordance with the Ministry of Environment's Guide for the Preparation of Regional Solid Waste Management Plans, a combined public and technical advisory committee will act as a working group for the region's interests and will provide sound advice to the RDBN Board of Directors for approval.

**Scope:** The scope of the RSWAC is to review the existing Solid Waste Management Plan and provide input from a stakeholder and community perspective which will be considered as part of the SWMP Update.

**Roles and Responsibilities:** The Roles and Responsibilities of the committee and its individual members include the following:

- Represent a balance of community interests;
- Act as advisors to the RDBN Board of Directors on the development of the SWMP Update;
- Assist in reviewing current programs and identifying issues and opportunities;
- Act as a liaison between committee member's Council/Board and the RDBN; providing feedback from their Council/Board to the RDBN and increasing awareness of solid waste issues amongst their constituency;
- Review guiding principles and provide feedback for the SWMP Update;
- Review information provided by the RDBN and its consultants and provide comments and suggestions as well as highlight information gaps to be considered for the SWMP Update;
- Assist in developing and evaluating a variety of options and strategies for the SWMP Update;
- Participate on smaller ad-hoc committees dealing with specific issues or tasks (as required);
- Contribute to programs and policies that are in the best interests of all residents of the RDBN, balancing both community and industry needs and technical requirements;
- Participate in the public consultation phase through public meetings (as required).

**Authority:** The RSWAC makes recommendations on the proposed plan to the RDBN Board of Directors via the Waste Management Committee. The RDBN Board of Directors is the final decision-making authority.

### **Membership Composition:**

The committee shall consist of no more than 25 members representing a diversity of backgrounds, interests and geographical location. The committee will combine technical, political and community representation and will involve the RDBN, municipal and First Nation governments from the Bulkley-Nechako region. Membership shall include representation as follows:

#### Voting Members:

- District of Vanderhoof
- Village of Fraser Lake
- Village of Burns Lake
- Town of Smithers
- Village of Granisle
- Lake Babine Nation
- Cheslatta Carrier Nation
- Takla First Nation
- Public (rural and municipal)
- Saik'uz First Nation
- Nak'azdli First Nation
- Public Sector/Institutions (eg. School District, Hospital)
- Waste Management Service providers
- Agricultural Sector
- General

The RSWAC will also include 3 non-voting technical advisors representing the RDBN. A consulting firm experienced in waste management planning will facilitate the planning process and serve as an advisor and resource to the committee.

**Term and Time Commitment:** The Committee will operate during the plan review process which is expected to be from January to June 2018. The Committee will be discontinued once the updated Solid Waste Management Plan is approved by the RDBN Board of Directors for submission to the Minister of Environment. It is anticipated that there will be 5-6 meetings of the Committee during the planning process, with the provision for workshops and teleconferencing and webinars or other presentations at the discretion of the RDBN and the RSWAC. Committee members will be asked to review documents related to the review process on their own time. Following the adoption of the final SWMP the RDBN will be selecting a standing committee from the RSWAC that will meet annually to review the plan moving forward.

**Appointments:** Voting members shall be approved by the RDBN Board of Directors.

**Chair:** The RSWAC will elect a Chair for the RSWAC from among its voting members at the start of the first RSWAC meeting.

**Quorum:** Shall be a minimum of 50% plus one of the voting members.

**Communications:** Committee members are asked to be in attendance at all the meetings if possible. Any absentee members should notify Rory McKenzie at the RDBN about missing a meeting. Record of meeting minutes will be taken by assigned RDBN staff member and emailed out with meeting agendas to committee members prior to the next RSWAC meeting. Agendas and adopted meeting minutes will be posted on the RDBN website.

**Conduct of members at Meetings:**

- 1) Committee members are expected to be respectful of one another and to offer input and suggestions that are relevant, constructive and productive.
  - Members should be committed to providing advice on developing recommendations.
  - Members will respect the ideas, concerns and opinions of others.
  - Everyone will have an opportunity to speak but only one person shall speak at a time as determined by the Chair.
- 2) Administrative matters related to the RSWAC will be conducted by the RDBN staff acting through the Chair.
- 3) For clarity, these Terms of Reference do not delegate any authority or corporate powers to the RSWAC.

## APPENDIX B

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# LIMITATIONS ON USE OF THIS DOCUMENT

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