



PEACE RIVER REGIONAL DISTRICT

Solid Waste Committee Meeting Agenda

April 2, 2020, 10:00 a.m.

1981 Alaska Avenue, Dawson Creek, BC

Conference call: 1-877-285-4099 Participant Id: 3069112#

Committee Chair: Director Rose

Vice-Chair: Director Goodings

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**PEACE RIVER REGIONAL DISTRICT
Solid Waste Committee Meeting Minutes**

DATE: March 5, 2020

PLACE: Regional District offices, Dawson Creek, BC

PRESENT: Director Rose, Electoral Area 'E' – Committee Chair
Director Goodings, Electoral Area 'B' – via teleconference
Alternate Director Deck, District of Chetwynd
Director Bumstead, City of Dawson Creek
Director Sperling, Electoral Area 'C' - ex officio

Staff
Shawn Dahlen, Chief Administrative Officer
Paulo Eichelberger, General Manager of Environmental Services
Suzanne Garrett, Corporate Services Coordinator

1) Call to Order The meeting was called to order at 10:05 am

ADOPTION OF THE AGENDA:

2) Adoption of the Agenda MOVED by Director Bumstead, SECONDED by Alternate Director Deck, that the Solid Waste Committee agenda for the March 5, 2020 meeting, including additional items for the agenda, be adopted as amended:

Call to Order

Notice of New Business

Adoption of the Agenda

Minutes

M-1 Solid Waste Committee Meeting Minutes of February 6, 2020

Business Arising from the Minutes

Correspondence

Reports

R-1 February 20, 2020 – Paulo Eichelberger, GM Environmental Services – Landfill Gas overview in the PRRD.

R-2 February 20, 2020 - Paulo Eichelberger, GM Environmental Services – Single Use Plastics Offset Strategy.

R-3 February 20, 2020 – Paulo Eichelberger, GM Environmental Services – ICI Tonnages and Tipping fees at Regional District landfills.

Items for Information

I-1 Solid Waste Committee Terms of Reference

Adjournment

CARRIED.

MINUTES:

3) M-1 SWC Mtg MOVED by Director Bumstead, SECONDED by Alternate Director Deck,
Min. of Feb 6, 2020 That the Solid Waste Committee Meeting Minutes of February 6, 2020 be adopted.

CARRIED.

REPORTS:

4) R-1 re: MOVED by Director Goodings, SECONDED by Director Bumstead,
Landfill Gas That the February 20, 2020 report entitled Landfill Gas Overview in the Peace River Regional District
Overview be received for discussion.

CARRIED.

At the January 7, 2020 meeting the Committee resolved that staff prepare an information report providing a full overview to reduce landfill gas at the North Peace Regional Landfill. The report discusses Landfill Gas provincial regulations and describes different options for managing landfill gas at Regional District landfills.

4) R-1
(continued)

The impact of shifting waste from the North Peace Regional Landfill to Bessborough and the resulting effect on landfill gas management can be summed up as follows:

- Diverting all waste from Bessborough will cut off increased methane production from introduction of fresh waste at the North Peace Regional Landfill. However, the LFG system at North Peace will have to operate for a minimum of 10 years until methane production drops below 500 tonnes/yr (estimated operating cost of \$100,000/year).
- Shifting all diverted waste from North Peace to Bessborough will accelerate the need to install a facility at Bessborough by 31 years to 2025 (2026 with organics diversion).
- Lifespan of the Bessborough landfill will shorten by almost 44 years.
- The cost of trucking waste from North Peace to Bessborough will far exceed the reduction to LFG operational costs at NPRLF, approximately \$7,000,000 per year.

5) R-2 re:
Single Use Plastics

MOVED by Director Bumstead, SECONDED by Director Goodings,
That the February 20, 2020 report entitled Single-Use Plastics Offset Strategy be received for discussion.

CARRIED.

Single-use plastics constitutes more than 40% of the plastic stream from the market in British Columbia. As a means to reduce these materials from entering the landfill, an offset strategy has been developed. The intention of the strategy is to tie plastics recycled in the PRRD to a multi-use product used by its residents within the region, as a means of reducing single-use items. The current scope is to use multi-use bags or totes that are made from 100% recycled plastics to show a circular economy, and help prevent further single-use plastics from entering the landfills and reducing the overall impact to the environment.

The strategy involves having the Regional District work with local businesses to partner for the purchase of the multi-use bags or totes. The benefit to the partners is that they will receive affordable advertisement and a portion of the bags purchased for their customers.

MOVED by Director Bumstead, SECONDED by Alternate Director Deck,
That the Solid Waste Committee recommends to the Regional Board that in an effort to reduce the amount of single-use plastics coming into the waste stream, the Regional District seeks partners from within the region through a Request for Interest (RFI), to contribute to 100% of the purchase costs of multi-use bags or totes to be split evenly amongst the partners, in exchange for their branding/logo to be printed on the bags or totes.

CARRIED.

6) R-3 re:
ICI Tonnages

MOVED by Director Bumstead, SECONDED by Alternate Director Deck,
That the February 20, 2020 report entitled ICI Tonnages and Tipping Fees at PRRD Landfills be received for discussion.

CARRIED.

At the January 7, 2020 meeting the Committee recommended that staff prepare an information report outlining possible impacts to increasing disposal fees for Industrial-Commercial-Institutional (ICI) waste. The Regional Board approved this recommendation on February 27, 2020.

ICI waste received at the Bessborough, Chetwynd, and North Peace Regional Landfills makes up approximately 75%. In 2018 a Waste Composition Study (WCS) was conducted that provided an analysis of what is being taken to the landfills. Waste generated from the ICI sectors comes from a variety of sources which include, but are not limited to, commercial haulers, restaurants, hotels, businesses, schools, work camp waste, light industrial facilities, hospitals etc.

Through the WCS, ICI waste was analyzed between three different categories: ICI Non-Work Camp, ICI Work Camp Waste, and Construction and Demolition (C&D) Wastes. Waste originating from ICI Work Camps generally resembled the composition of waste that would be generated by a single family home.

6) R-3 re:
ICI Tonnages
(continued)

A large portion of compostable organics, paper, and plastics were found within ICI Work Camp waste. ICI non-work camp waste contained more building materials within their loads. Furthermore, waste generated C&D sector was mainly composed of building material (asphalt and wood products).

To recover costs:

Opportunity 1 – increase all ICI fees by the same increment

Opportunity 2 – increase ICI fees, keeping separated/divertable material at the same current rate and increase the remaining rates significantly.

It was noted that soils brought into landfills are accepted free of charge. Soils are used at landfill sites as cover material, road works, etc. Revenue could be generated by charging a disposal fee for this material. The generator pays for soil testing to meet guidelines and ensure soils are not contaminated.

MOVED by Director Bumstead, SECONDED by Alternate Director Deck,
That the Solid Waste Committee recommends to the Regional Board that Industrial-Commercial-Institutional disposal fees be increased by 1% plus Consumer Price Index to a total of 3.3%; and that disposal fees for clean fill soils be charged at \$5.00 per tonne for 2020.

CARRIED.

It was suggested that an “escalator” be built into the fees bylaw to provide the ability to increase fees without having to make an amendment to the bylaw.

7) Committee
Report

MOVED by Director Goodings, SECONDED by Alternate Director Deck,
That the recommendations from the Solid Waste Committee meeting of March 5, 2020 be recommended to the Regional Board for approval.

CARRIED.

The Chair adjourned the meeting at 11:30 a.m.

Director Rose,
Chair – Solid Waste Committee

Suzanne Garrett,
Corporate Services Coordinator



REPORT

To: Solid Waste Committee

Date: April 2, 2020

From: Paulo Eichelberger, General Manager of Environmental Services

Subject: RFP Award 01-2020 Operations of PRRD Landfills

RECOMMENDATION:

That the Solid Waste Committee recommend to the Regional Board that the RFP 01-2020 Operations of Peace River Regional District Landfills be awarded to Whissell Waste Solutions BC Ltd. (Whissell) at a cost of \$16,005,482 (excl. GST) over a 5 year period, beginning August 1, 2020.

BACKGROUND/RATIONALE:

The operation of the three PRRD Landfills is handled by a third party through the Operations of Peace River Regional District Landfills Contract. Historically the term of this contract has been for a period of 5 years. The current Landfill contract (07-2015) is held by Green for Life Environmental (GFL) and expires July 31, 2020.

Staff issued an RFP to acquire industry best practices and pricing for the next 5 year service contract for landfill operations. Below is a table illustrating the results of the 5 proposals that were received:

| | GFL | Enviro-Ex | A&L Septic | Whissell | Brocor |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|
| Mandatory Requirements | | | | | |
| Submission Form (Appendix B) | ✓ | ✓ | ✓ | ✓ | ✓ |
| Pricing (Appendix C) | ✓ | ✓ | ✓ | ✓ | ✓ |
| Bonding | ✓ | ✓ | ✓ | ✓ | ✓ |
| Scoring Matrix Results | | | | | |
| Total Score | 84 | 66 | 69 | 90 | 40 |
| PROPOSAL COST (Excluding GST) | \$16,469,055 | \$17,652,000 | \$21,175,000 | \$16,005,482 | \$24,176,115 |

All parties met the minimum requirements as set out in the proposal and based on the results of the evaluation, Whissell both received the highest score and was the lowest cost provider.

ALTERNATIVE OPTIONS:

1. That the Solid Waste Committee provide alternative direction.

Staff Initials: Dept. Head: CAO: 

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STRATEGIC PLAN RELEVANCE:

- ☒ Responsive Service Delivery

FINANCIAL CONSIDERATION(S):

The price proposed by Whissell is 3% less than that of the past 5 year contract, which translates to a year-to-year cost savings of approximately \$87,574 per year?

Through the 2020 budget process staff budgeted for a 5% increase to contractor costs for this year, in anticipation of higher costs to operate all three landfill sites.

Coupled with the 5% contingency this translates to an estimated \$248,839 in savings in 2020.

COMMUNICATIONS CONSIDERATION(S):

Notice of award will be issued to Whissell in order to prepare for the transition of contractors at the Bessborough, Chetwynd and North Peace Regional Landfills in summer 2020.

OTHER CONSIDERATION(S):

Whissell has identified additional value-add options which could further reduce costs for the PRRD:

- Updated staffing model which could reduce costs annually by \$358,932. (comment on staff)
- Extension of the contract/renewal from 5 years with 1 year renewal to 7 year contract with 3 year renewal (all subject to performances). Annual cost reduction of approximately \$73,563.
- Use of factory rebuilt compaction equipment vs new: annual cost reduction of \$190,147.

Coupled with the 3% reduction stated under Financial Considerations, the possible total annual savings are approximately \$710,216.



REPORT

To: Solid Waste Committee

Date: April 2, 2020

From: Paulo Eichelberger, General Manager of Environmental Services

Subject: RFP Award 04-2020 PRRD Closed Landfill Closure Reports**RECOMMENDATION:**

That the Solid Waste Committee recommend that the Regional Board award Contract #04-2020, "PRRD Closed Landfill Closure Reports," to GHD Limited for a cost of \$118,289 (excl. GST).

BACKGROUND/RATIONALE:

There are 26 closed landfill sites in the Peace River Regional District (PRRD). Of these, old operating permits are still active for 13 sites, as listed below:

- | | | | |
|------------------|------------------|-------------------|-------------|
| 1. Brassey Creek | 5. Hudson's Hope | 9. Milligan Creek | 13. Sikanni |
| 2. Cecil Lake* | 6. Kelly Lake* | 10. Prespatou | |
| 3. Dawson Creek | 7. Lone Prairie | 11. Progress | |
| 4. Groundbirch | 8. Mile 62.5 | 12. Rose Prairie* | |

In fall of 2019, the Ministry of Environment and Climate Change Strategy (MoECCS) deemed that since they longer accept waste for permanent onsite burial, the locations listed above are applicable for their permits to be updated and closed off¹.

*Disclaimer: *Cecil Lake, Rose Prairie, Kelly Lake sites currently have bulky waste pits which begin decommissioning in 2020.*

In order to satisfy Ministry requirements to update and abandon these permits, closure plan reports must be produced by a Qualified Professional²(QP). Once this requirement is satisfied the closure reports will be submitted to the MoECCS for review and formally close out these permits by September 1, 2021 (Ministry deadline). To that end, a Request for Proposal (RFP) was issued for the closure work and closed on February 20, 2020. There were 6 proposals submitted and evaluated, as noted below:

| | Morrison Hershfield | Tetra Tech Canada Inc. | GHD Limited | Golder Associates Ltd. | SLR Consulting (Canada) Ltd. | Sperling Hansen Associates |
|-------------------------------|------------------------|---------------------------|-------------|------------------------------|---------------------------------------|----------------------------------|
| Mandatory Requirements | | | | | | |
| Submission Form (Appendix B) | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Pricing (Appendix C) | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Proponent Qualifications | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Scoring Matrix Results | | | | | | |
| Total Score | 76 | 69 | 90 | 66 | 66 | 75 |
| PROPOSAL COST (Excluding GST) | \$165,500 | \$239,972 | \$118,289 | \$316,386 | \$247,900 | \$236,528 |

¹ MoECCS refers to this process as "permit refresh and abandonment." This permit process is being done throughout the province in 2020 at the behest of the MoECCS, affecting closed and open landfill sites.

² Landfill Criteria 2nd Ed., part 7.1 "Closure and Post-Closure Criteria – A Closure Plan is required for all landfill sites."

Staff Initials: *Paulo Eichelberger*Dept. Head: *Paulo Eichelberger*CAO: *Paulo Eichelberger*

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All proponents were evaluated on experience, clarity of proposal, schedule, methodology and cost. From the evaluation, the preferred proponent is GHD Limited at a cost of \$118,289 (excl. GST). As such, staff is recommending award of the work to GHD Limited.

ALTERNATIVE OPTIONS:

1. That the Solid Waste Committee recommend alternative direction.

STRATEGIC PLAN RELEVANCE:

- ☒ Organizational Effectiveness

FINANCIAL CONSIDERATION(S):

As the permit abandonment process is a new initiative that the MoECCS began in late 2020 across the province, it was unknown what the cost of QP work would be. To that end, it was estimated that \$100,000 would be needed to conduct the closure plan work in 2020 and the "mitigation of closed landfills" line item in the Solid Waste budget was budgeted accordingly for 2020.

It is noted that the low cost provider is \$18,000 over the estimated budget. However, given that an adjacent solid waste request for proposal (the landfill operations contract) has come in under budget by approximately \$249,000, the cost for completing the landfill closure report work will not adversely affect the 2020 Solid Waste Budget.

COMMUNICATIONS CONSIDERATION(S):

N/A

OTHER CONSIDERATION(S):

The proposed QP work includes an assessment which could reduce future monitoring costs on the closed landfill sites.

Operation of manned transfer stations currently located on several of these sites will remain unaffected by the permit abandonment process.



REPORT

To: Solid Waste Committee

Date: March 24, 2020

From: Paulo Eichelberger, General Manager of Environmental Services

Subject: RFP Award 05-2020 Bessborough and Chetwynd DOCP Update

RECOMMENDATION:

That the Solid Waste Committee recommend to the Regional Board that RFP 05-2020 - Bessborough and Chetwynd Landfill Design, Operations and Closure Plan Update be awarded to Tetra Tech Canada Inc. (Tetra Tech) at a price of \$99,781.04 (excl. GST).

BACKGROUND/RATIONALE:

Under the Operating Certificate (O.C.) of the Bessborough Landfill (BBLF) and Operating Permit for Chetwynd Landfill (CHLF), Landfill Design, Operations and Closure Plans (DOCP) are required to be updated every 5 years¹. DOCP's are an all-encompassing blueprint which describes:

- How landfill cells are constructed, including how surface water is managed (a "Fill Plan").
- Periodic assessment of landfill gas content in a landfill site.
- Progressive Closure – how different phases of a landfill are closed off when they reach their capacity, done so in order to limit infiltration of surface water run-off.

Bessborough Landfill

The latest version of the DOCP was due for update in 2018, but was delayed to accommodate changes in the construction of the next landfill cell, now being developed in 2 parts (Phase 3A and 3B). This alteration in how the landfill cells are constructed will be reflected in the new DOCP.

Chetwynd Landfill

The latest version of Chetwynd's DOCP was completed in 2012². A DOCP update is being done in 2020 for two reasons:

- In 2019, a new opportunity to increase airspace capacity at the site was realized when a previously disturbed portion of the landfill was found to have additional room for filling.
- the Ministry of Environment and Climate Change Strategy (MoECCS) began a process in late 2019 for all landfills in the Province where LF sites (with a permit or O.C.) are standardized under the same provincial landfill guidelines, which means updating fill plans and DOCP's every 5 years. This requirement now applies as the CHLF Permit was amended in January of 2020.


A DOCP must be provided by a qualified professional, therefore staff issued an RFP to secure best practices and pricing. Three proposals were received and are summarized in the table below:

¹The five year period is specified in the Provincial Landfill Criteria (2nd. Edition, Dec. 2016) and is designed to take into account the need to change how a landfill is built, based on new industry best practices and technology.

² Site had its Fill Plan updated in 2018 as a DOCP renewal was not mandated for operating permits.

Staff Initials: 

Dept. Head: 

CAO: 

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| | Tetra Tech | GHD | SHA |
|-------------------------------|-------------|--------------|--------------|
| Mandatory Requirements | | | |
| Submission Form (Appendix B) | ✓ | ✓ | ✓ |
| Pricing (Appendix C) | ✓ | ✓ | ✓ |
| Proponent Qualifications | ✓ | ✓ | ✓ |
| Scoring Matrix Results | | | |
| Total Score | 86 | 81 | 85 |
| PROPOSAL COST (Excluding GST) | \$99,781.04 | \$155,000.00 | \$124,724.00 |

All proponents were evaluated on experience, clarity of proposal, schedule, methodology and cost. From the evaluation, Tetra Tech is the preferred proponent.

ALTERNATIVE OPTIONS:

1. That the Solid Waste Committee provide alternative direction.

STRATEGIC PLAN RELEVANCE:

☒ Not Applicable to Strategic Plan.

FINANCIAL CONSIDERATION(S):

Staff originally budgeted \$85,000 to complete DOCP updates. However, the preferred proponent and low-cost provider came in approximately \$15,000 higher than budgeted. Due to the recent update to the Chetwynd Fill Plan, the scope of work for the Chetwynd DOCP will be reduced, therefore costs are expected to be less than the quoted \$99,781. However, if the full value of the work is needed, the cost will not drive the Solid Waste Budget into deficit, due to an adjacent RFP which came in \$249,000 under budget.

COMMUNICATIONS CONSIDERATION(S):

None identified.

OTHER CONSIDERATION(S):

None identified.



REPORT

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- How landfill cells are constructed, including how surface water is managed (a "Fill Plan").
- Periodic assessment of landfill gas content in a landfill site.
- Progressive Closure – how different phases of a landfill are closed off when they reach their capacity, done so in order to limit infiltration of surface water run-off.

Bessborough Landfill

The latest version of the DOCP was due for update in 2018, but was delayed to accommodate changes in the construction of the next landfill cell, now being developed in 2 parts (Phase 3A and 3B). This alteration in how the landfill cells are constructed will be reflected in the new DOCP.

Chetwynd Landfill

The latest version of Chetwynd's DOCP was completed in 2012². A DOCP update is being done in 2020 for two reasons:

- In 2019, a new opportunity to increase airspace capacity at the site was realized when a previously disturbed portion of the landfill was found to have additional room for filling.
- the Ministry of Environment and Climate Change Strategy (MoECCS) began a process in late 2019 for all landfills in the Province where LF sites (with a permit or O.C.) are standardized under the same provincial landfill guidelines, which means updating fill plans and DOCP's every 5 years. This requirement now applies as the CHLF Permit was amended in January of 2020.

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¹The five year period is specified in the Provincial Landfill Criteria (2nd. Edition, Dec. 2016) and is designed to take into account the need to change how a landfill is built, based on new industry best practices and technology.

² Site had its Fill Plan updated in 2018 as a DOCP renewal was not mandated for operating permits.

Staff Initials:

Dept. Head:

CAO:

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| | Tetra Tech | GHD | SHA |
|-------------------------------|-------------|--------------|--------------|
| Mandatory Requirements | | | |
| Submission Form (Appendix B) | ✓ | ✓ | ✓ |
| Pricing (Appendix C) | ✓ | ✓ | ✓ |
| Proponent Qualifications | ✓ | ✓ | ✓ |
| Scoring Matrix Results | | | |
| Total Score | 86 | 81 | 85 |
| PROPOSAL COST (Excluding GST) | \$99,781.04 | \$155,000.00 | \$124,724.00 |

All proponents were evaluated on experience, clarity of proposal, schedule, methodology and cost. From the evaluation, Tetra Tech is the preferred proponent.

ALTERNATIVE OPTIONS:

1. That the Solid Waste Committee provide alternative direction.

STRATEGIC PLAN RELEVANCE:

☒ Not Applicable to Strategic Plan.

FINANCIAL CONSIDERATION(S):

Staff originally budgeted \$85,000 to complete DOCP updates. However, the preferred proponent and low-cost provider came in approximately \$15,000 higher than budgeted. Due to the recent update to the Chetwynd Fill Plan, the scope of work for the Chetwynd DOCP will be reduced, therefore costs are expected to be less than the quoted \$99,781. However, if the full value of the work is needed, the cost will not drive the Solid Waste Budget into deficit, due to an adjacent RFP which came in \$249,000 under budget.

COMMUNICATIONS CONSIDERATION(S):

None identified.

OTHER CONSIDERATION(S):

None identified.



Solid Waste Committee TERMS OF REFERENCE

The Peace River Regional District (PRRD) developed a Regional Solid Waste Management Plan that was approved in 2009. The Plan addresses three key areas:

- Greater efficiency of programs and services
- Greater focus on reducing, reusing and recycling to protect our environment
- Greater focus on sustainable management to protect future generations

ROLE OF THE COMMITTEE

With the understanding that Solid Waste Management is a regional function and represents our largest single budget item; the goals of the Solid Waste Committee (SWC) is to act as an advisory committee for the Regional District solid waste management function and identify concerns and issues that may arise.

STRUCTURE OF THE SOLID WASTE COMMITTEE

1. Members: The SWC will consist of five (5) Board members as appointed by the Chair and will consist of:

- Director from the City of Dawson Creek, or alternate director
- Director from the City of Fort St. John, or alternate director
- Director from the District of Chetwynd, or alternate director
- Director from Electoral Area 'B', or alternate (Electoral Area 'C' Director)
- Director from Electoral Area 'E', or alternate (Electoral Area 'D' Director)
- PRRD Board Chair, as ex-officio member
- The meetings will be chaired by a Committee member elected by the Committee participants on an annual basis
- In the absence of the Chair, a member elected Vice-Chair by the Committee on an annual basis will chair the meetings;
- Appropriate Regional District staff person – non-voting.

2. Meetings:

- The Committee shall meet on a monthly basis, on the first Thursday of every month;
- Meetings will be open to the public;
- Items for the regular agenda must be provided to Administration one (1) week prior to the scheduled meeting;
- The PRRD Board Chair will be given a copy of all Committee meeting agendas.

3. Procedures:

- Quorum – at least one-half of the members of the Committee;
- Voting – all options and recommendations shall be determined by majority vote, with recommendations and options being forwarded to the Regional Board for consideration and action.

Adopted by the Regional Board: May 26, 2016
RD/16/05/20 (26)