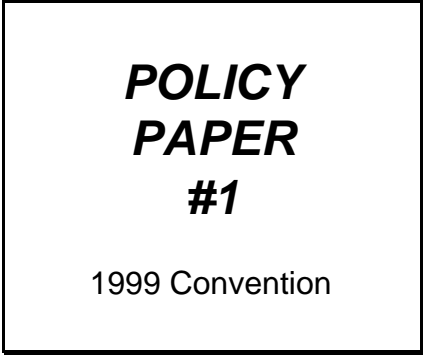


TO: UBCM Members

FROM: **ENVIRONMENT COMMITTEE**
Chairperson Robert Hobson, Chair
Councillor John Crook
Councillor Pat Wallace
Councillor Lynne Kennedy

DATE: September 29, 1999

RE: **1999 ENVIRONMENT ACTION PLAN**



PURPOSE

The purpose of the Environment Action Plan is to:

- identify the major environmental issues that are under consideration;
- describe the current status of the issue; and,
- establish a plan of action.

The plan provides a vehicle for the Environment Committee to report on the activities it has undertaken in the past year and an opportunity for the Annual Convention to approve the directions to be pursued in the upcoming year.

UBCM ENVIRONMENT COMMITTEE

The Environment Committee performs three basic functions:

- advocates changes in federal and provincial environmental policy to assist local government in solving environmental concerns at the local level.
- represents local government in the development of environmental policy at the federal and provincial level.
- promotes and shares information on solutions to environmental problems which local governments have implemented.

The Committee membership is:

Chairperson Robert Hobson, Chair
Councillor John Crook
Councillor Pat Wallace
Councillor Lynne Kennedy

REVIEW OF ACTIONS

The Committee was consulted on and reviewed a number of legislative, regulatory and policy actions initiated by the provincial and federal government during 1997/98, including the following:

Provincial Government

Regulation

- Sewage Management
- Beverage Containers
- Septic Sewage – Ministry of Health draft regulation
- Beehive Burners
- Environmental Assessment Review – review of regulation and its impacts
- Contaminated Sites Implementation – review of regulation
- Fish Protection – development of streamside directive

Consultation

- Green House Gas Forum
- Water Management Policy – non-point source
- Solid Waste Management – draft Regional District Bylaw policy
- Flood Hazard Management
- Wildlife Act
- Ministry of Environment, Lands and Parks – Business Plan
- Auditor General Report – Protecting Drinking-Water Sources

Federal Government

- Endangered Species Legislation

Two reports were released in 1999 which could have an important influence on the future direction of environment policy. The Ministry of Environment, Lands and Parks released a Business Plan for 1999-2001, in response to significant budgetary cutbacks in 1999. The plan touches on a broad range of issues of direct interest to local government – streamside directives; drinking water strategy; non-point source program; endangered species; dyke maintenance; product stewardship; solid waste management and contaminated sites etc. The plan identifies the priorities for the ministry in the near future and the key issues that it will focus on. There will be changes in how referrals are dealt with and other services are provided to local government.

The Auditor-General in 1999 released a report entitled “Protecting Drinking-Water Sources”. In this report the Auditor-General indicated that drinking-water sources are not adequately protected under existing provincial policy. He outlined a number of proactive measures, such as providing tenure rights for water, financial and liability protection for water users and suppliers. The paper suggests that unless new measures are undertaken local government could be faced with a capital cost of \$700 million for water filtration systems and an additional \$30 million in maintenance costs a year to ensure safe drinking water in the future.

ENVIRONMENT PROTOCOL AGREEMENT

The first “Protocol on Principles for Sharing Environmental Responsibilities” was signed in 1993 and the agreement was renewed in 1996 (see appended Protocol).

The Environment Protocol Agreement is currently for a fixed three year term and is due to expire in September 1999. A minor amendment has been proposed to the agreement to require that it be reviewed every three years, rather than renewed every three years.

The Environment Protocol Agreement highlights a number of important principles in the relationship between local government and the ministry. The agreement stresses the need to “cooperate in a spirit of partnership” and the need for consultation before changes are made. It states that “any proposed significant change in environmental legislation, regulation, standards, policies or programs will be preceded by appropriate consultation among the affected parties, including timely notification of the proposed change.” The protocol also highlights the need to “ensure that a full evaluation is done of the costs and revenues associated” with a proposed change before it is implemented and that no “new environmental responsibilities will be assigned to another party until issues of funding and resources have been discussed”.

The agreement is administered through an Environment Protocol Committee made up of representatives from the Ministry of Environment, Lands and Parks, Ministry of Municipal Affairs and the UBCM Environment Committee. The Committee has been very successful in identifying local government concerns and ensuring that many of the issues are addressed before changes are made to government policy.

PROPOSED DIRECTION FOR COMING YEAR

The Committee foresees that it will continue to pursue a number of the issues dealt with in the past year and the new issues raised in the Ministry of Environment, Lands and Parks Business Plan and the Auditor General’s report.

A) PRIORITY ISSUES

The Environment Committee recommends that the priority issues for the 1999 Environment Action Plan be:

- development and implementation of the fish protection directive;
- implementation of the expanded beverage container policy;
- development and implementation of new measures to protect drinking-water sources;
- development of the new septic sewage regulation.

B) APPROVED DIRECTION

Set out under Action in the Environment Status and Action Report outlined in Appendix A.

In the majority of cases it is based on previously approved policy.

New directions for consideration or area’s needing review or confirmation:

1. FISH PROTECTION ACT

The directive for streamside protection under Section 12 of the Fish Protection Act is slated to be implemented in 2000 and it is important that local government clearly outline the issues that need to be addressed.

ACTION: UBCM request that the following implementation issues be addressed prior to the implementation of directives under the Fish Protection Act:

- development of a standard mapping, inventory and classification process;
- development of a best management practices guide;
- coordinated planning and management process (MELP/DFO);
- clarification of roles and responsibilities (i.e. MOU at local level/general procedures for approval of projects);
- development of enforcement and compliance system.
- coordinated funding and support.

2. CONTAMINATED SITES

The contaminated sites regulation and legislation is currently under review in 1999 and a number of local government concerns have been identified.

ACTION: UBCM participate in the review of the contaminated sites legislation and regulations in 1999/2000 and local government issues be addressed through the Environment Protocol Committee.

3. SEPTIC SEWAGE REGULATION

A new sewage regulation is being developed by the Ministry of Health to deal with small sewage treatment systems. The new regulation could affect local government responsibilities for these facilities, the type of small sewage treatment systems that might be used and local government needs to be involved in how this regulation is developed.

ACTION: UBCM participate in a local government committee proposed by the Ministry of Health to discuss the development and implementation of a new septic sewage regulation.

4. WATER STEWARDSHIP

The Auditor General released a report on the current status protecting drinking-water sources in the province and raised a number of important issues regarding the protection of community water supplies.

Action: UBCM request legislation to protect the quantity and quality of community water supplies, both surface water and groundwater.

UBCM request legislation to provide clear protection for drinking water users and suppliers (tenure rights, financial and liability protection).

UBCM request consultation with local government on who the appropriate lead agency in the provincial government should be for drinking-water users and suppliers.

5. SOLID WASTE MANAGEMENT

There are a number of ongoing issues with respect to solid waste management which have not yet been resolved and it is important to re-iterate the need for a conflict resolution process to be included in the Waste Management Act.

ACTION: UBCM request financial assistance for:

- development of markets for recycled goods;
- transportation of recyclables to markets so as to ensure that the program is province wide;
- implementation of solid waste plans (recycling, infrastructure, education, etc.).

UBCM request the introduction of legislation/regulations to address:

- post-consumer content requirements to promote the development of markets for recycled goods;
- increased penalties and increased enforcement against littering and illegal dumping.

UBCM request the province recognize the need for flexibility in solid waste management planning. Provincial government policy recognize the differences between urban and rural areas in the operation of landfill sites - financial constraints, proximity to markets and other factors - in meeting the goals and objectives that are to be achieved.

UBCM request that the Ministry of Environment, Lands and Parks not implement a 'command and control' approach to regional district bylaws related to solid waste management.

UBCM request that the Waste Management Act or Municipal Act be amended to include a dispute resolution process to help resolve potential conflicts between municipalities and regional districts over solid waste management.

6. PRODUCT STEWARDSHIP PROGRAMS

a) Beverage Containers

ACTION: UBCM continue to support the development of an expanded deposit-refund system which will enhance the recovery of recyclable containers, and that milk containers/milk products and possibly other plastic containers be included in the future.

UBCM request that the one year exemption granted by the provincial cabinet to the beverage container industry responsible for polycoat containers (tetra-pak etc.) not be extended.

UBCM work with the Ministry of Environment, Lands and Parks in the development of a clear exit-from-retail policy and process which is convenient to the consumer and workable from a local government perspective.

UBCM request that local government be allocated two representatives on the Beverage Container Management Board, that staff be allowed to attend Board meetings to assist the local government representatives and that the reports and representations to the Board be public information.

7. FLOOD HAZARD MANAGEMENT

The federal and provincial government are looking at the future direction of flood hazard management and further discussions will take place in the upcoming year.

ACTION: UBCM request that the federal and provincial government and First Nations work in partnership with local government in the implementation of an integrated flood hazard management strategy.

UBCM request that the federal and provincial government provide financial assistance for:

- floodplain mapping;
- construction of new flood protection works (dykes, rip rap etc.);
- major dyke maintenance projects;
- emergency flood hazard management.

8. CLIMATE CHANGE POLICY

The federal and provincial government in the upcoming year will be looking at measures that they can take to address climate change issues.

ACTION: UBCM request that the provincial government under its climate change policy provide infrastructure funding to local government to assist in reducing greenhouse gas emissions.

UBCM request the provincial government take action on the following issues:

- ethanol/methanol as an alternative fuel;
- expansion of mandatory motor vehicle emissions testing in areas where there are air quality problems;
- establish the demand for and demonstrate the use of factory designed alternate fuel vehicles and continue the current road tax exemption for alternative fuels.

RECOMMENDATION:

That the “Protocol on Principles for Sharing Environmental Responsibilities” be renewed.

That the 1998/99 Environment Action Plan be approved.

APPENDIX A

ENVIRONMENT STATUS AND ACTION REPORT

ENVIRONMENT ISSUES

Brief status updates on the following topics are included in the report.

	Page
Environmental Legislation/Regulations	
6. Fish Protection	7
7. Contaminated Sites	8
8. Septic Sewage Regulation	9
 Environmental Policy Development	
4. Water Stewardship	10
5. Solid Waste Management	13
6. Product Stewardship	14
7. Flood Hazard Management	15
8. Climate Change Policy	17

ENVIRONMENTAL LEGISLATION/REGULATIONS

1. FISH PROTECTION ACT

ISSUE: The role of local government in the development and implementation of streamside directives developed under the Fish Protection Act.

STATUS: The Fish Protection Act - Bill 25 (1997) is the cornerstone of the “BC Fisheries Strategy.” The four main objectives of the Fish Protection Act are:

- ensuring water for fish;
- protecting and restoring fish habitat;
- focusing on riparian protection and enhancement; and
- strengthening local environmental planning.

The Bill provides for provincial policy directives to be established to protect and enhance riparian areas in settings which may be subject to residential, commercial or industrial development. The Act states that: “*Directives ... may only be established*

after consultation by the Minister with representatives of the Union of British Columbia Municipalities.”

Section 12 of the Fish Protection Act states that:

- the province may “establish policy directives regarding the protection and enhancement of riparian areas that the Lieutenant Governor in Council considers may be subject to residential, commercial or industrial development.”
- the policy directives “may be different for different parts of British Columbia and in relation to different circumstances as established by the directives.”
- local government “must include in its zoning and rural land use bylaws riparian protection provisions in accordance with the directive” or “provide a level of protection that, in the opinion of the local government, is comparable to or exceeds that established by the directive.”

At the 1997 UBCM Convention a resolution was endorsed supporting the signing of a Memorandum of Understanding with the Ministry of Environment, Lands and Parks and Ministry of Municipal Affairs and the UBCM to ensure that the following local government needs are addressed when implementing directives under the Fish Protection Act. The following benchmarks were established for local government participation in this process:

- clear liability protection;
- flexible approach to local circumstances;
- technical assistance;
- financial assistance to implement and manage the directives.

A workshop on the implementation of a draft streamside directive was held at the 1999 UBCM Environment Conference. Approximately 15 to 20 pilot projects are being undertaken by local government to test the workability of the draft streamside directive.

ACTION: UBCM request that the following implementation issues be addressed prior to the implementation of directives under the Fish Protection Act:

- development of a standard mapping, inventory and classification process;
- development of a best management practices guide;
- coordinated planning and management process (MELP/DFO);
- clarification of roles and responsibilities (i.e. MOU at local level)/general procedures for approval of projects);
- development of enforcement and compliance system.
- coordinated funding and support.

2. CONTAMINATED SITES

ISSUE: Local governments’ role in the identification and approval of development on property identified as having contaminated soil.

STATUS: The province established the framework for the management of contaminated sites with the following actions:

- Contaminated Sites Regulation passed by cabinet in 1996;
- Waste Management Amendment Act, 1993 (Bill 26) into force.
- Local Government Statutes Amendment Act (No. 2) in 1997 - expanded the scope of liability protection to local government under the Waste Management Act.

Overall local government obtained:

- limited protection for 'retroactive' and 'joint/several' liability;
- increased liability protection for its employees involved in administering the regulation;
- added flexibility in administering the regulation (i.e. opting-out provision);
- limited cost recovery when providing the service.

The province has not changed the property assessment process to reflect provincial policy on contaminated sites.

The Ministry of Environment, Lands and Parks in 1997 established a Joint/Industry Government Contaminated Sites Implementation Committee, which the UBCM is involved in, to review the implementation of the contaminated sites regulation. Amendments were made to the regulation in 1999 to address some problems that had been identified and a further review of the regulation and legislation is to be undertaken over the next year.

UBCM surveyed local government in 1999 to determine what concerns they had with the contaminated sites regulation and legislation. The following issues were identified:

- time delays in processing applications;
- need for better public information on contaminated site issues;
- role of local government in the contaminated sites process - What is the role of local government (i.e. 'gate-keeper' of the process or 'document dropcentre')?;
- administrative cost to local government of the regulation - cost recovery for reviewing site profiles (\$50 does not cover costs);
- impact of the contaminated sites regulation on land use decisions - city wide rezoning; property taxation and abandoned sites.
- liability of local government in the process - 'joint and several liability'.

ACTION: UBCM participate in the review of the contaminated sites legislation and regulations in 1999/2000 and local governments issues be addressed through the Environment Protocol Committee.

3. SEPTIC SEWAGE REGULATION

ISSUE: Local governments' role in the construction, operation and management of small sewage facilities serving 19 or fewer residences.

STATUS: The Ministry of Health has developed a draft regulation related to the future standards for the operation and maintenance of small sewage treatment systems. The regulation is intended to provide a basic set of standards for sewage treatment for septic tanks, package treatment plants and other treatment systems which may be implemented.

Local government identified a number of problems with the proposed draft regulation, which have been communicated to the Ministry of Health:

- the length of the proposed regulation and the level of detail;
- requirement that the local government must adopt a bylaw and take on certain administrative responsibilities for certain types of sewage disposal systems to be used (performance based or holding tanks);
- downloading of additional responsibilities and financial costs associated with the new role local government would be expected to play under the regulation in the management of on-site systems (i.e. liability and court costs etc.);
- limited policing role local government would be expected to play in the management of the overall sewage disposal system;
- potential that local government would have to enact a bylaw assuming responsibility for the operation, maintenance repair, and replacement sewage disposal systems for disposal systems serving more than one parcel.

ACTION: UBCM participate in a local government committee proposed by the Ministry of Health to discuss the development and implementation of a new septic sewage regulation.

ENVIRONMENTAL POLICY DEVELOPMENT

4. WATER STEWARDSHIP

Issue: Local government has three primary objectives in water stewardship protection of its water source (surface and/or groundwater); ensuring an ongoing supply of water through water conservation and other measures; ensuring the quality of water delivered to the community is safe.

Local government is concerned for the following reasons:

- One of the most basic services that local government provides in a community is water. Resource uses in watersheds, which are not properly controlled, pose a major problem to the health of the community and can represent a major financial cost to the community;
- Local government is required to provide water quality which meets provincial health standards and to ensure that there is sufficient water to meet the needs of the community;
- Local government faces a major financial cost if the quality of the water is changed and it must introduce water treatment and filtration systems or if the watershed is destroyed and it is forced to find a new source of water.

Status: The Auditor General has done an audit of the actions undertaken by the province to protect drinking water sources. The intent of the audit was to answer the following question:

Does the level of protection provided by the Province to drinking water sources from human-mediated impacts appropriately balance the cost and benefits of drinking water and other resources?

The report focused on the management of Crown Land and on the water sources supplying the 1.7 million people living outside the two major metropolitan areas.

The audit examined the protection measures adopted by the province to protect drinking water sources in eight communities around the province: Fort St. John, Prince George, Williams Lake, Prince Rupert, Cranbrook, Kelowna, Abbotsford and Nanaimo.

Most BC drinking water systems use only disinfection by chlorine and minor settling. Only five surface water systems, out of 600 in the province, use filtration. This minimal treatment has been acceptable because, historically, BC has had abundant water, large catchment areas with little human activity, and a relatively small population.

The report points out that the responsibility for protecting drinking-water sources is dispersed amongst a number of different provincial ministries and agencies: Ministries of Environment, Lands and Parks, Forests, Health, Energy and Mines, and Transportation and Highways. In addition, the Ministries of Municipal Affairs, Agriculture and Food, the Environmental Assessment Office and the Land Use Coordination Office manage processes that can affect drinking-water sources.

The Auditor-General in his report concludes that:

“the Province is not adequately protecting drinking-water sources from human related impacts, and that this could have significant cost implications in the future for the Province, for municipal and regional governments, and for citizens in general. The key problem is lack of an effective, integrated approach to land-use management. This could lead to less than optimal choices being made between the need to protect source water and the need to allow other activities.”

The report estimates that the cost of neglecting our drinking-water sources could be expensive for the approximately 100 municipalities outside Victoria and Vancouver that use unfiltered surface water. The report suggests that the capital cost of installing filtration would be about “\$700 million and the extra cost of financing, operating and maintaining the new treatment plants would be about \$30 million a year.”

The Auditor-General points out that provincial regulatory tools do not appear to provide drinking water suppliers with the same broadly based rights as other resource users, such as tree farm licences.

The Water Act does not “protect the quality of the water against human-caused damage over the long term during which the supplier will depend on that source.” The Health Act “holds a water supplier responsible for providing safe water to its

customers. Even if its source has been contaminated by activities of another party, the water supplier must carry out, and pay for, any steps required to render the tap water safe.” The Waste Management Act and other legislation requires “those who cause contamination to correct the damage they have caused to the environment”, however, “there is no requirement for those who cause contamination to compensate the water supplier for the costs incurred as a result of the contamination.”

The report suggests that carefully defined statutory rights of water suppliers and drinking water users around the form of tenure, the problem of financial responsibility for providing water, and the rights of compensation for water-source contamination might give a better balancing of the rights and responsibilities of the drinking-water supplier compared to other resource users.

The key points identified by the Auditor-General in the report to protect drinking-water sources is the need for:

- the true value of water to be identified and assessed in relation to other resource uses to ensure the best use of community watersheds;
- a lead agency in the provincial government be identified which speaks for drinking water users;
- the statutory rights of drinking-water suppliers and users to be identified so as to place them on the same footing as other resource users (i.e. form of tenure, financial responsibility for providing water, and the rights of compensation for water-source contamination etc.).

The impact of the changes proposed in the Auditor General report to local government would be to:

- Increase the protection over the quality of its surface and groundwater supply at its source;
- Increase the overall security of its water supply;
- Reduce/minimize its treatments costs for water and liability in providing water;
- Lower its infrastructure investment costs.

Action: UBCM request legislation to protect the quantity and quality of community water supplies, both surface water and groundwater.

UBCM request legislation to provide clear protection for drinking water users and suppliers (tenure rights, financial and liability protection).

UBCM request consultation with local government on who the appropriate lead agency in the provincial government should be for drinking-water users and suppliers.

5. SOLID WASTE MANAGEMENT

ISSUE: The responsibility of local government in the development of solid waste management plans, the operation of landfill sites and the financial costs associated with the collection and disposal of recycled goods.

STATUS: The provincial government amended the Waste Management Act in 1990 and subsequently made a number of policy changes concerning solid waste management. The affect of these legislative and policy changes was to:

- require that all of the regional districts have solid waste plans completed and approved - not all regional districts have approved plans;
- set a target of reducing the volume of solid waste collected by 50% by the year 2000;
- establish a more rigorous criteria for the operation and management of landfill sites;
- eliminate all financial assistance to local government for the implementation of solid waste management - planning grants and financial assistance for recycling programs.

At the start of solid waste planning process in 1990 a Sustainable Environment Fund was created to assist in solid waste management - planning, recycling programs etc. The fund is made up of levies from waste permit fees, scrap tires, batteries and diapers. A total of \$30 million was collected in the Sustainable Environment Fund in 1999, this money is being used to fund ministry programs and administration related to solid waste management.

The impact of the changes in solid waste management on local government has been to:

- increase the overall cost of solid waste management in urban and rural areas;
- increase the cost of operating and managing landfill sites;
- reduce the number of rural landfill operations;
- increase the number of transfer stations;
- reduce local government flexibility in the location and operation of landfill sites;
- reduce local governments' long term liability for landfill operations;
- place the full cost of implementing solid waste management plans on local government.
- place the cost of collection and market development for recycled goods on local government with exception of some products (beverage containers, paint etc.), rather than the manufacturer taking cradle-to-grave responsibility for the products.

The Waste Management Act was amended in 1998 giving regional districts the ability by bylaw to control a broader range of solid waste initiatives in the region. In order to exercise this authority it must be outlined in the solid waste management plan for the region and the bylaw must be approved by the Minister of Environment, Lands and Parks. A new draft policy has been proposed to implement these new bylaw powers and would require the regional district to amend its Solid Waste Management

Plan and that the ministry approve each stage of the process in developing a bylaw to deal with specific solid waste management issues in the region. The ministry in its policy outlines a 'command and control' approach to policy development related to solid waste management planning and is proposing this same approach be applied to any bylaw the regional district may consider adopting in this area.

ACTION: UBCM request financial assistance for:

- development of markets for recycled goods;
- transportation of recyclables to markets so as to ensure that the program is province wide;
- implementation of solid waste plans (recycling, infrastructure, education, etc.).

UBCM request the introduction of legislation/regulations to address:

- post-consumer content requirements to promote the development of markets for recycled goods (i.e. plastics etc.);
- increased penalties and increased enforcement against littering and illegal dumping.

UBCM request the province recognize the need for flexibility in solid waste management planning. Provincial government policy recognize the differences between urban and rural areas in the operation of landfill sites - financial constraints, proximity to markets and other factors - in meeting the goals and objectives that are to be achieved.

UBCM request that the Ministry of Environment, Lands and Parks not implement a 'command and control' approach to regional district bylaws related to solid waste management.

UBCM request that the Waste Management Act or Municipal Act be amended to include a dispute resolution process to help resolve potential conflicts between municipalities and regional districts over solid waste management.

6. PRODUCT STEWARDSHIP PROGRAMS

There are currently nine product stewardship programs in place. These programs cover the following products beverage containers, tires, lead acid batteries, oil, paint, Ni-CAD batteries, pharmaceuticals and household hazardous wastes (solvents, flammable liquids, pesticides, gasoline and residuals).

a) Beverage Containers

ISSUE: The impact on local government of an expanded deposit system to promote industry stewardship and reduce local government recycling costs.

STATUS: On **October 1, 1998** the deposit refund system was expanded to include wine and liquor bottles, carbonated and non-carbonated drinks (Koala, Canadian Clear etc.), bottled water, fruit and vegetable drinks and thirst quenchers/sports drinks. All ready-to-drink beverages except milk and milk substitutes and containers larger than 5 litres are covered by the regulation.

The provincial government has approved three major stewardship plans for the management of beverage containers from the following agencies: Liquor Distribution Branch (wine and spirits); Brewer Distributor Limited (beer); Encorp Pacific (pop, bottled water and other related beverage container types).

The provincial cabinet in October 1998 granted a one year exemption from the deposit refund regulation to users of polycoat containers (tetra-pak etc.) to give them time to develop and implement a recycling process for their product.

The province has created a Container Management Board to administer the expanded deposit system made up of beverage producers, depot operators, retailers, provincial and local government officials. UBCM currently has one representative on the Container Management Board.

All retail stores which sell beverage containers are required to collect the containers and provide a refund for those returned unless, an exit-from-retail plan is implemented. A number of different collection systems exist for consumers to return beverage containers – recycling depots, return-it centres and grocery stores: some are experimenting with reverse vending machines or in store depot operations.

The UBCM is currently involved in discussions with industry and the province on development of guidelines to implement an exit-from-retail plan. A pilot program is currently underway in the East Kootenay Regional District involving Cranbrook.

ACTION: UBCM continue to support the development of an expanded deposit-refund system which will enhance the recovery of recyclable containers, and that milk containers/milk products and possibly other plastic containers be included in the future.

UBCM request that the one year exemption granted by the provincial cabinet to the beverage container industry responsible for polycoat containers (tetra-pak etc.) not be extended.

UBCM work with the Ministry of Environment, Lands and Parks in the development of a clear exit-from-retail policy and process which is convenient to the consumer and workable from a local government perspective.

UBCM request that local government be allocated two representatives on the Beverage Container Management Board, that staff be allowed to attend Board

meetings to assist the local government representatives and that the reports and representations to the Board be public information.

7. FLOOD HAZARD MANAGEMENT

ISSUE: Local governments' role in the development of flood hazard management plans.

STATUS: The 1968 Canada-British Columbia Agreement which established the Fraser River Flood Control Program and has provided the major source of funding for dyke construction and maintenance ended on March 31, 1995. There is no agreement concerning flood hazard management on the Fraser River at the present time. Both the federal and provincial government have indicated that they do not intend to renew the agreement. They have proposed instead that a new type of agreement be negotiated that would include the management of both structural and non-structural flood hazard measures and would attempt to co-ordinate the activities of all the agencies involved in this area.

An Intergovernmental Task Force on Flood Hazard Management was established, under the auspices of the Fraser Basin Management Program, and a draft strategy paper outlining the existing problems and possible solutions was released at the 1996 UBCM Convention (Integrated Flood Hazard Management Strategy). The report identified the overlapping land use management issues that exist between federal, provincial, and local government; the unique problems presented by historic settlements in floodplains; and it proposed an ongoing partnership between all of the parties involved in the management of flood hazards.

The Ministry of Environment, Lands and Parks Business Plan has identified "shifting to self-inspections by dyke owners" as a ministry objective. This will mean that the problems in gaining access to dykes will need to be resolved and the conflicts with the federal government related to fisheries management and dyke maintenance will need to be addressed.

The potential for major flooding in 1999 has heightened the need for an integrated flood hazard management program to be implemented in the province. The provincial government under the Provincial Emergency Program in 1999 provided over total of \$7 million dollars to upgrade dykes and address flood hazard problems. Under this program the province provides 75% of the funding and the applicant 25% of the funding for each project.

ACTION: UBCM request that the federal and provincial government and First Nations work in partnership with local government in the implementation of an integrated flood hazard management strategy.

UBCM request that the federal and provincial government provide financial assistance for:

- floodplain mapping;

- construction of new flood protection works (dykes, rip rap etc.);
- major dyke maintenance projects;
- emergency flood hazard management.

8. CLIMATE CHANGE POLICY

ISSUE: Local governments' role in the establishment of standards and the management of local airshed emissions, given the growing importance of clean air to the quality of life in local communities.

STATUS: The province adopted a regulation in 1998 with respect to the phase out of beehive burners at sawmills, which recognizes both the environmental and economic implications. The regulation requires that the local community and industry work together to address the issue of beehive burners and their impact.

Greenhouse Gas Forum Report

The province on October 30, 1998 forwarded the first report of the Greenhouse Gas Forum - which includes representatives from business, labour, environmental and public interest groups, and local government - to the federal government. The report recommended that the following elements be included in Canada's international negotiating position on greenhouse gas emissions in Kyoto Japan:

- legally binding limits on industrialized country greenhouse gas emissions;
- the need for developing countries to take on emission reduction commitments;
- flexibility in the international treaty to reduce greenhouse gas emissions - emission budgeting and banking provisions and emission trading.

International Agreement on Greenhouse Gas

Canada on December 11, 1997 in Kyoto, Japan signed an international agreement to reduce Canada's emissions from greenhouse gases to 6% below 1990 levels, as averaged between 2008 and 2012. The agreement allows each country to define different paths for meeting their national emission targets. These include: international trading of credits for emission reductions; banking of credits from one commitment period to future periods; and credits from projects implemented jointly whether in developed or developing countries. The agreement will come into force when it is ratified by 55 countries representing at least 55% of developed countries' emissions.

The implementation process is being co-ordinated from the Prime Minister's Office, it would appear that the Department of Natural Resources is to co-ordinate domestic policy and the Department of Environment will deal with international treaty negotiations. The federal government has established a number of federal/provincial/stakeholder tables to examine what action Canada might take: Modelling & Analysis, International Emission Trading, Technology, Credit for Early Action, Public Education & Outreach, Transportation, Electricity, and one for Municipalities. Reports from each of these tables are expected to be released in the

fall of 1999 and are intended to outline what actions might be taken in each sector to address the greenhouse gas issue.

The Greenhouse Gas issue is a complex problem that brings together economic, environmental and urban development issues. The biggest source of greenhouse gas pollution in British Columbia is from automobiles (41%) in the lower mainland.

British Columbia's economy due to its high dependence on transportation, type of industrial development and historically high population growth is particularly sensitive to policies which may be implemented to address the greenhouse gas issue. The development of a Greenhouse Gas policy provides an opportunity for local government to request a share of the federal fuel tax to address the issue on a regional basis and to obtain infrastructure funding for regional transit.

The provincial government is looking at a number of measures to address the greenhouse gas issue:

- Emission Reduction Trading Program

The provincial government, in partnership with the federal government, a number of other provinces and industry, has established a Greenhouse Gas Emission Reduction Trading pilot program to assess environmental and economic benefits of Emission Reduction Trading (ERT) as a tool to reduce greenhouse gases;

- Community Energy Planning - B.C. Energy Aware Committee proposals;
- Promote the use of natural gas and propane vehicles;
- Promoting the development and use of the Ballard fuel cell;
- regulate gasoline standards for sulphur, benzene and other smog-producing emissions;
- adopting California Phase 1 standards to regulate emission standards for new vehicles commencing in 2001;
- Scrap-It program to remove older vehicles from the road;
- mandatory AirCare On Road testing program to reduce particulate emissions from heavy-duty diesel trucks and buses.

Overall implications to local government of climate change policy are in the following areas:

- improved air quality;
- public health;
- lower infrastructure investment costs;
- changing land use planning policies – growth patterns and density, urban forestry and rural land and transportation demand;
- reduced energy costs – fuel and electricity costs (i.e. water conservation measures - lift pumps in water distribution system etc.);
- new revenue sources from emissions trading.

ACTION: UBCM request that the provincial government under its climate change policy provide infrastructure funding to local government to assist in reducing greenhouse gas emissions.

UBCM request the provincial government take action on the following issues:

- ethanol/methanol as an alternative fuel;
- expansion of mandatory motor vehicle emissions testing in areas where there are air quality problems;
- establish the demand for and demonstrate the use of factory designed alternate fuel vehicles and continue the current road tax exemption for alternative fuels.