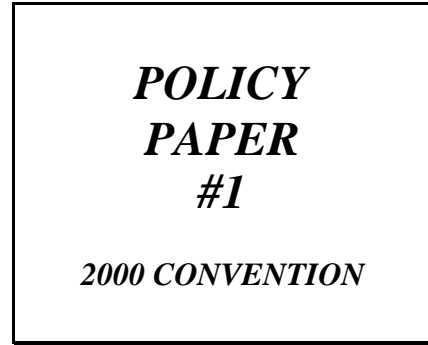


TO: UBCM Members

FROM: **ENVIRONMENT COMMITTEE**
Chairperson Robert Hobson, Chair
Mayor Jon Kingsbury
Councillor Pat Wallace
Mayor Barbara Sharp
Director Roxanna Mandryk



DATE: September 18, 2000

RE: **2000 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.

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 1999/2000, including the following:

Provincial Government

Regulation

- Beverage Containers

- Septic Sewage – draft regulation
- Environmental Assessment Review
- Contaminated Sites Implementation – review of regulation
- Fish Protection – development and implementation of streamside directive

Consultation

- Climate Change Policy - Green House Gas Forum
- Water Management Policy – Workshop on Freshwater Policy
- Flood Hazard Management
- Container recycling fee – beverage containers
- Recycling of Plastics
- Dioxins and Furans in Boiler Ash (Pulp Mills)
- Scrap Tire Policy

Federal Government

- Species-at-Risk Act (Bill C33)
- Climate Change Policy

REVIEW OF 1999 ACTION PLAN

The Environment Committee in 1999 identified the following four issues as its top priorities:

- 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; and
- development of the new septic sewage regulation.

The Committee has worked with the province on initiatives to implement the fish protection directive, new beverage container policy and new municipal sewage regulation.

The Committee has had extensive discussions with the Ministry of Environment, Lands and Parks on the implementation of Section 12 of the Fish Protection Act:

- Numerous meetings of the Steering Committee/Working Group to monitor development and implementation of the Fish Protection Act;
- Meeting in February 2000 with local government officials to review a draft of the Streamside Directive;
- Additional meetings were held with Ministry of Environment, Lands and Parks, Fisheries and Oceans Canada and local government staff on the workability of the draft streamside directive.
- The Chair of the Environment Committee met with senior officials in the Ministry of Environment, Lands and Parks to discuss the development and implementation of an adaptive approach to streamside directives.

The Committee in its discussions with the ministry has continued to stress the need for:

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

On the regulatory side the Environment Committee has continued to work with the Ministry of Environment, Lands and Parks on a number of ongoing issues. Issues such as; the implementation of the municipal sewage regulation, the container recycling fee and the development of an exit-from-retail policy at the local level under the beverage container

regulation. The Committee has reviewed proposed changes to the contaminated sites and environmental assessment regulations. In addition, the Committee has worked with the Ministry of Health in the development of a new regulation under the Health Act to address sewage management in small developments.

The Environment Committee has continued to work with the Ministry of Environment, Lands and Parks toward implementation of the vision and principles of the Environmental Protocol. The Environmental Protocol Committee met on several occasions in the past year to discuss issues of mutual concern.

At the federal level the Committee met twice with the Honourable David Anderson, federal Environment Minister to discuss the impact of federal legislation designed to protect endangered species. Discussions were held with Environment Canada officials and the Minister on the development of a national air quality / climate change policy.

In the past year, the Environment Committee has continued to be involved in a number of implementation processes:

- Joint/Industry Government Contaminated Sites Implementation Committee;
- Environment Assessment Advisory Committee;
- Greenhouse Gas Forum;
- Beverage Container Management Board;
- Plastic Containers Inventory Steering Committee;
- Fish Protection Act Steering Committee;
- Municipal Sewage Implementation Committee.

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 some new issues raised by the Ministry of Environment, Lands and Parks.

A) PRIORITY ISSUES

The Environment Committee recommends that the priority issues for the 2000 Environment Action Plan be:

- development and implementation of the fish protection directive;
- implementation of new governance measures for product stewardship programs;
- development and implementation of new measures to protect drinking-water sources;
- development of the new septic sewage regulation.

B) APPROVED DIRECTION

Outlined below is a summary of the actions proposed in the Environment Status and Action Report contained in Appendix A. The recommended actions in the majority of cases are based on previously approved policy, however, in some instances new directions have been put forward for consideration in response to new developments in the policy area.

1. WATER STEWARDSHIP

The Ministry of Environment, Lands and Parks has released a report entitled "A Freshwater Strategy for British Columbia" and the Auditor General in 1999 released a report on the status of drinking water. These two reports raise a number of issues concerning the status of protecting

drinking-water sources in the province and again raised a number of important issues regarding the need for new measures to protect community water supplies.

ACTION: UBCM reiterate its request for 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).

2. PRODUCT STEWARDSHIP

a) Product Stewardship Programs

ACTION: UBCM request a review of provincial product stewardship programs to ensure ongoing public and financial accountability of the programs.

UBCM request that the review of the product stewardship programs address the following:

- coordination of 'public education' and the 'media messages' between the province, regional districts and industry regarding the recycling of products;
- established measures to determine the success or failure of the stewardship program, such as the 85% recovery rate outlined in the Beverage Container Management Program;
- public accountability for the operation of the program, such as public representation on product advisory boards and open access to the information provided to these boards and the decisions made by these boards;
- clear measures to ensure that the public has access to the financial information necessary to understand and monitor the program;
- ongoing regulatory enforcement of the program to ensure that the objectives are being met and the program is serving the 'public interest'.

b) 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 be included in the future.

UBCM request that the Ministry of Environment, Lands and Parks ensure that exit-from-retail plans it approves are convenient to the local consumer and will further increase the diversion of beverage containers from local landfills.

c) Plastic Containers

ACTION: UBCM reiterate its request for the introduction of legislation/regulations to address post-consumer content requirements to promote the development of markets for recycled plastic products.

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

UBCM request that the new regulation for sewage systems on small lots under the Health Act not increase local government liability.

4. CONTAMINATED SITES

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

ACTION: UBCM request changes in the legislation to provide increased liability protection to local government with respect to contaminated sites.

UBCM request legislative and/or regulatory changes to ensure that contaminated sites are more effectively utilized in communities (i.e. not abandoned or unused) and that clear measures are in place to ensure that these sites are cleaned up so that they can be used in the future.

UBCM request regulatory and/or policy changes to ensure that local governments are properly notified and fully consulted about the relocation of contaminated soils before measures are undertaken.

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.).

6. AIR QUALITY MANAGEMENT/CLIMATE CHANGE

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 federal government, under its climate change policy, provide infrastructure funding to local government to assist in reducing air quality emissions.

UBCM request the federal and provincial government provide increased financial and technical assistance to local government to monitor local air quality and to develop airshed management plans to promote cleaner air.

7. FLOOD HAZARD MANAGEMENT

The federal and provincial governments are intending to look 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.

RECOMMENDATION

That the 2000 Environment Action Plan contained in Appendix A be approved.

APPENDIX A

ENVIRONMENT STATUS AND ACTION REPORT

Environment Legislation/Regulations/Policy	Page
1. Water Stewardship	6
2. Product Stewardship	8
3. Septic Sewage Regulation	11
4. Contaminated Sites	12
5. Solid Waste Management	13
6. Air Quality/Climate Change Policy	13
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ENVIRONMENT LEGISLATION/REGULATIONS/POLICY

1. 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.

The need for increased protection of community water supplies was further illustrated in 2000 with the incident in Walkerton, Ontario and a recent court decision on the protection of community water supplies.

ACTION: UBCM reiterate its request for 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).

2. PRODUCT STEWARDSHIP

a) Product Stewardship Programs

ISSUE: The financial and public accountability of product stewardship programs established to divert products from landfill sites and reduce local government recycling costs.

STATUS: The provincial government under the Waste Management Act has established a number stewardship programs: Scrap Tire Program; Lead-Acid Batteries Program; Used Oil Program; Paint and Product Care Program (includes solvents, gasoline, household pesticides, paints and pharmaceuticals); and the Beverage Container Program. In addition, it has encouraged a number of voluntary programs operated by industry for Ni-Cad batteries, plastic milk jugs and commercial pesticide containers.

The province currently manages the Scrap Tire Program and the Lead-Acid Batteries Program directly. The revenues collected for these programs, the \$3 levy charged for tires (car and small truck) and the \$5 levy charged for batteries, are included in the Sustainable Environment Fund. In the case of the tire program the province collects approximately \$10 million dollars and spends \$7 million on the program, the remaining \$3 million is used by the Ministry of Environment, Lands and Parks.

The ministry by regulation has given industry the mandate to operate and manage the Used Oil Program, Paint and Product Care Program, and Beverage Container Program. Under some of these programs industry has introduced a levy or 'eco-fee' or 'container

recycling fee' which is collected on the sale of an individual product to the consumer. The regulation grants the industry through an approved stewardship plan control over the collection and management of these product types.

The Ministry of Environment, Lands and Parks has done a very good job in the development of the current product stewardship process, however, there are areas where improvements are needed, such as the following:

- coordination of 'public education' and the 'media messages' between the province, regional districts and industry regarding the recycling of products.
- establishment of measurements to determine the success or failure of the majority of stewardship programs - only the Beverage Container Management Program has a regulated target (85% recovery rate) to be met after two years.
- increased public accountability for the operation of the program - only one stewardship program (Beverage Container) has an advisory board which requires public representation on it.
- increased public access to financial information about the programs – financial information is reported to provincial government and some this is released to the public;
- increased monitoring of industry compliance to the existing regulations.

ACTION: UBCM request a review of provincial product stewardship programs to ensure ongoing public and financial accountability of the programs.

UBCM request that the review of the product stewardship programs address the following:

- coordination of 'public education' and the 'media messages' between the province, regional districts and industry regarding the recycling of products;
- established measures to determine the success or failure of the stewardship program, such as the 85% recovery rate outlined in the Beverage Container Management Program;
- public accountability for the operation of the program, such as public representation on product advisory boards and open access to the information provided to these boards and the decisions made by these boards;
- clear measures to ensure that the public has access to the financial information necessary to understand and monitor the program;
- ongoing regulatory enforcement of the program to ensure that the objectives are being met and the program is serving the 'public interest'.

b) 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 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) and in 1999 it expanded this program to include polycoat containers (tetra-pak etc).

The stewardship agent for all of the non-alcoholic beverage containers in 2000 introduced a new 'container recycling fee' for its container types to cover the increasing costs of collecting these containers. This fee for the small retail stores and some of the larger stores is contained in the price of the product, however, in some of the major grocery chains it is included as a separate charge to the consumer at the cash register.

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 approved by the Deputy Minister of Environment, Lands and Parks. The beverage container industry will be requesting that local communities support an exit-from-retail plan in their area where a 75% diversion rate exists.

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 be included in the future.

UBCM request that the Ministry of Environment, Lands and Parks ensure that exit-from-retail plans it approves are convenient to the local consumer and will further increase the diversion of beverage containers from local landfills.

c) Plastics Recycling

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

STATUS: A new baseline study of plastics entitled "Inventory of Rigid Plastic Containers Generated, Recovered and Discarded in BC" was recently undertaken to determine how much rigid plastic containers were generated in the province, how much was recovered and how much was discarded. The study was jointly funded by the Ministry of Environment, Lands and Parks and industry and the terms of reference for the review was set by a multi-stakeholder group made up of representatives from industry, the Recycling Council of BC; SPEC and local government representatives. The review looked at rigid plastic containers such as beverage containers, detergent bottles, milk jugs and dairy tubs and lids.

The study found that plastic beverage bottles represented the largest category of household plastic containers and had the highest recycling rate at 66.5%. All of these containers are included under the provincial deposit/refund system and it is anticipated that the recovery rate for plastic beverage containers will increase as a major expansion of the program took place in 1998/99 and the new program is still being developed.

The second largest category of household plastic generated in the province was from used detergents, household cleaners and oil containers. These containers only had a 13.4% recycling rate and had the largest impact on disposal facilities, with over 6,000 tonnes being sent to landfills.

The third largest category of household plastic containers generated was from standard 4 litre milk jugs. A total of 62.5% of these containers were recycled.

The final category of household plastic containers examined in the study was from used dairy and non-dairy products such as ice cream, yogurt, sour cream, margarine, cream cheese, honey etc. It was estimated that a total of 33.3% of these containers were recycled and a total of 2,400 tonnes was landfilled.

Overall the recycling rate for rigid plastic containers was reported at 45.5%. The province is attempting to use this baseline study to encourage the establishment of a national stewardship program to require the recycling of rigid plastic containers. At the June 5-6, 2000 meeting of the Canadian Council of Ministers of the Environment, the Ministers endorsed a recommendation from BC that further work be completed on examining opportunities for the recycling of rigid plastics.

ACTION: UBCM reiterate its request for the introduction of legislation/regulations to address post-consumer content requirements to promote the development of markets for recycled plastic products.

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 third draft of a proposed 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. The regulation is intended to cover domestic sewage discharged to a sewage disposal system, pit privy or holding tank. The discharge is limited to 22730 liters.

The regulation as outlined in the policy paper prepared by the Ministry of Health contemplates local government taking on a spectrum of regulatory powers, ranging from:

- Local government implementing a bylaw under which it would use its powers, after non-compliance of an order issued by the local health authority, to require maintenance or repairs to be carried out, and collect the costs incurred via property levies;
- Local government implementing a bylaw under which it takes on the administration of the operation and maintenance portion of the regulation;
- Local government implementing a bylaw under which it takes on responsibility for the operation and maintenance/servicing of the sewage treatment facilities being used in the area.

The UBCM requested a legal opinion of the proposed draft regulation and a number of problems were identified, these have been communicated to the Ministry of Health:

- the lack of legislative/regulatory authority for local government to undertake preventative maintenance of on-site or small lot sewage systems;
- 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 (i.e. performance based systems, holding tanks etc.);
- downloading of additional responsibilities and financial costs on to local government for the operation and management of on-site systems in small lot developments;
- the inability of local government to recover its administrative, regulatory and legal costs associated with the management of sewage systems in small lot developments;
- the increased liability local government would be faced with in assuming regulatory responsibility for the operation and maintenance of sewage disposal systems serving more than one parcel.

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

UBCM request that the new regulation for sewage systems on small lots under the Health Act not increase local government liability.

4. 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 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 was undertaken in 2000. Some of the changes proposed will address local government concerns identified in a 1999 survey, namely the need to reduce the time delays in processing applications and the need for an increase in the fee that local government could charge when reviewing site profiles.

Some outstanding issues remain:

- need for better public information on contaminated site issues;
- impact of the contaminated sites regulation on land use decisions - city wide re-zoning and abandoned sites; and
- liability of local government in the process - 'joint and several liability'.

Two new issues emerged in 2000 concerning contaminated sites. The first issue was an increased concern, particularly in smaller communities, regarding the under utilization and apparent abandonment of the land, such as old gas station sites which have been identified as contaminated, by the landowner. The second issue was the lack of a clear policy concerning the notification and involvement of local governments with respect to the relocation of contaminated soil.

ACTION: UBCM request changes in the legislation to provide increased liability protection to local government with respect to contaminated sites.

UBCM request legislative and/or regulatory changes to ensure that contaminated sites are more effectively utilized in communities (i.e. not abandoned or left dormant) and that

clear measures are in place to ensure that these sites are cleaned up so that they can be used in the future.

UBCM request regulatory and/or policy changes to ensure that local governments are properly notified and fully consulted about the relocation of contaminated soils before measures are undertaken.

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 general 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.

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.

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 continue to support the target of reducing the volume of solid waste collected by 50%.

6. AIR QUALITY/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 issues of air quality and climate change are merging as the federal and provincial government are beginning to realize that the publics interest in this issue is in the development of measures which promote cleaner air at the community level.

Greenhouse Gas Forum Report

The Greenhouse Gas Forum was created by the province in 1997 to advise the Minister of Environment, Lands and Parks on climate change policy. The Forum is a 20-member committee made up of representatives from industry, environment, social, union, federal, provincial and local government officials. The goal of the Forum is to build a consensus across a broad range of interests. In 2000 it identified nine promising measures the province might undertake to reduce greenhouse gas emissions: public education and outreach; tax shifting; credit for early action; new vehicle efficiency standards; new vehicle fuel technologies; commercial building retrofits; efficiency standards for appliance and equipment; industrial energy efficiency and afforestation.

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 federal government in 1998 established 20 federal-provincial stakeholder tables to examine what action Canada might take (i.e. Modeling & 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 2000 and the federal government undertook a national consultation process to develop an implementation strategy.

The Municipal report identified a number of measures that local government could undertake which might lead to significant reductions in greenhouse gas emissions, such as increased utilization of landfill gas, retro fitting of commercial buildings and use of more energy efficient pumps in wastewater facilities.

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;
- 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 federal and provincial government provide increased financial and technical assistance to local government to monitor local air quality and to develop airshed management plans to promote cleaner air.

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 \$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.

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