



## **Governance and Priorities Committee Report**

### **For the February 12, 2015 Meeting**

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**To:** Governance and Priorities Committee **Date:** February 3, 2015  
**From:** Jas Paul, A/Assistant Director of Underground Utilities and Facilities  
**Subject:** Wastewater Treatment Update

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#### **Executive Summary**

The purpose of this report is to update Council on the work to explore local wastewater treatment options and the formation of the Capital Regional District (CRD) - Eastside Wastewater Treatment and Resource Recovery Select Committee (Eastside Committee). Staff are seeking Council direction on the role/direction of Victoria staff given the new CRD Eastside Committee.

Council directed staff in June 2014 to explore local wastewater options as regional progress had paused through the CRD. Since then staff have provided the following reports to the Governance and Priorities Committee:

- August 28, 2014 Workplan for Review of Wastewater Treatment
- October 23, 2014 Public Engagement Approach on Wastewater Treatment
- December 18, 2014 Exploring Local Wastewater Treatment Options – Update Report

On January 7, 2015, the CRD Core Area Liquid Waste Management Plan Committee approved the formation of a subcommittee for Saanich, Victoria and Oak Bay (Eastside Committee) participants. With formation of the Eastside Committee there is a duplication in effort with work underway by the City of Victoria to explore sub-regional options for wastewater treatment.

With the CRD's authority through Letters Patent, sewer collection and disposal functions are by regulatory default their responsibility. The CRD is required to comply with its CALWP and with the federal and provincial regulations for implementation of sewage treatment. Senior government funding agreements are also tied to an approved CALWMP. Since the technical and public engagement work that is ultimately completed by the Eastside Committee could form the basis for an amendment to the CALWMP there is now another option moving forward.

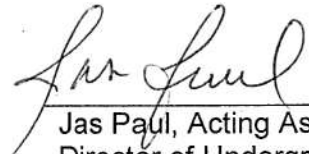
This is a similar model to Westside municipalities, Colwood, Esquimalt, Langford, View Royal and Songhees First Nation, have formed. The Westside Committee is in place to evaluate options and develop a sub-regional wastewater treatment and resource recovery plan. The Westside Committee reports to the CALWMC and is supported by CRD staff, Westside staff, consultants and a technical working group.

Staff are seeking Council direction as continuing to support two processes - a local Victoria option and a sub-regional option through the CRD - would duplicate efforts and resources and could confuse the public.

**Recommendations:**

1. Council directs staff to conclude work on the City's independent review of wastewater treatment solutions including development of a public engagement strategy. Further, that work completed to date by the City is shared with the Eastside Committee.
2. Council directs staff to participate, in an advisory role, on the Eastside Committee Staff Working Group including in public engagement elements or as needed.
3. Council directs staff to continue identification of potential sites, for a range of treatment options in the City of Victoria working closely with CRD staff and the Eastside Select Committee.

Respectfully submitted,

  
Jas Paul, Acting Assistant  
Director of Underground  
Utilities and Facilities

  
Katie Hamilton  
Director  
Citizen Engagement and  
Strategic Planning

Report accepted and recommended by the City Manager:



Date: Feb. 5, 2015

## Purpose

*The purpose of this report is to update Council on the work to explore local wastewater treatment options and the formation of the Capital Regional District (CRD) - Eastside Wastewater Treatment and Resource Recovery Select Committee (Eastside Committee). Staff are seeking Council direction on the role/direction of Victoria staff given the new CRD Eastside Committee.*

## Background

On June 6, 2014, following discussion, the Governance and Priorities Committee (GPC) members made the following motion:

*Be It Resolved that the City Manager be directed to provide to Council, on a priority basis, information regarding the implications, including both risks and opportunities, for the City of Victoria in proceeding with one or more, local liquid waste treatment facilities, which does not preclude the potential for future inter-municipal agreements.*

On August 28, 2014, GPC considered a report that presented a work plan for completing the tasks necessary for this review. After discussion, the following motion was passed:

1. *That City Council authorize staff to proceed with a three-phase business case, In which Phase 1 is to:*
  - a. *Identify legally available options for governance under existing legislation.**In which Phase 2 is to:*
  - a. *Explore feasible sites for a Victoria-only system with one, two or more plants, and for a system cooperating with Saanich and/or Oak Bay.*
  - b. *Identify any legal constraints for the use of sites.*
  - c. *Initiate discussions with owners of sites that appear to be feasible based upon availability and costs.*
  - d. *Initiate discussions with Esquimalt with regards to Esquimalt's proposal to treat Victoria West sewage in their proposed Town Centre Plant.*
  - e. *Change the deadline for the initial report on Phase 2 to October 2014.**In which Phase 3 is to:*
  - a. *Conduct business case and provide preliminary cost estimates for various options.*
2. *That City Council direct staff to develop a public engagement strategy for Council consideration in September*
3. *That Phase 1 is expedited so as to allow City staff to include the results of its research of the Capital Regional District (CRD) Core Area Liquid Waste Management Plan (CALWMP) Sub-regional Planning and Costing Study*
4. *That the project be funded out of the Sewer Utility Equipment and Infrastructure Reserve in an amount not to exceed \$210,000; and*
5. *That staff fully participate with the CRD CALWMP Sub-Regional Planning and Cost Study.*

On October 23, 2014, GPC considered a report regarding a public engagement approach for the review of sewage treatment options and provided a brief update on work done to date. After discussion, the following motion was passed:

1. *Approve process map and public engagement approach for exploring local options for sewage treatment and resource recovery options.*
2. *Direct staff to update Council in January 2015 with:*
  - a) *A detailed public engagement strategy; and*
  - b) *A summary of technical information gathered.*

3. *That the Mayor write a letter to the CRD, the Provincial Government and the Federal Government that clearly communicates the City's resolution in support of sewage treatment and resource recovery, and steps for moving forward.*

On December 18, 2014, GPC received a report for information updating Council on the work to explore local wastewater treatment options. Council was provided with a presentation that outlined options, public engagement and the governance work required to move forward with a local wastewater treatment function. After discussion, the following motion was passed:

1. *That Staff be directed to report on options for the location of waste-water treatment facilities within the City of Victoria, based on criteria including availability of land, opportunities for resource recovery, conveyance costs to/from existing infrastructure, and consistency with the Zoning Regulation Bylaw and Official Community Plan.*
2. *That the City work with the District of Saanich, District of Oak Bay and Capital Regional District to develop terms of reference for an East Side Sub-Committee of the Core Area Liquid Waste Management Committee, to develop options for waste-water treatment facilities in the City of Victoria, District of Saanich and District of Oak Bay alongside the evaluation of options involving the seven participating municipalities in the Core Area Liquid Waste Management Service and the Songhees and Esquimalt Nations.*
3. *That the public participation plan continue to be advanced as planned and come back to Council for consideration at the January 22, 2015 meeting.*

## **Issues & Analysis**

### **Westside Select Committee**

Westside participants (Colwood, Esquimalt, Langford, View Royal and Songhees First Nation) have formed the Westside Wastewater and Resource Recovery Select Committee (Westside Committee) to evaluate options and develop a sub-regional wastewater treatment and resource recovery plan. The Westside Committee reports to the Core Area Liquid Waste Management Committee (CALWMC) and is supported by CRD staff, Westside staff, consultants and a technical working group.

The goal of the Westside Committee is to produce a conceptual plan for wastewater treatment and resource recovery for Westside participants that optimizes existing infrastructure, is developed in a collaborative manner with the other core area municipalities, is environmentally sound and maximizes value while meeting the unique needs of the Westside. Consultants engaged by the Westside participants anticipate that a conceptual plan will be brought forward by March 31, 2015. The first meeting of the Westside Committee took place on October 23, 2014. The Westside Committee has started an engagement program with Westside residents.

### **Eastside Select Committee**

On January 7, 2015, the CRD Core Area Liquid Waste Management Committee approved the formation of a subcommittee for Saanich, Victoria and Oak Bay (Eastside Committee) to evaluate options and develop a subregional wastewater treatment and resource recovery plan as part of the Core Area Liquid Waste Management Plan.

The first meeting of the Eastside Committee took place on January 27, 2015. Victoria Mayor Lisa Helps was elected as chairwoman and Saanich Councillor Vic Derman was elected as vice-chairman. The Terms of Reference for the Eastside Committee were reviewed at this meeting and adopted with amendments.

With the formation of the Westside and Eastside Committees the plans proposed by each committee could form the basis for an amendment to the CALWMP.

The project framework and project governance for the Eastside Committee is still under review.

### **Potential sites within the City of Victoria**

On October 23, 2014, Council approved a process outlining how technical information and public input would be gathered to inform Council decision-making on potential local options for sewage treatment. Based on the City's Core Values for Public Participation, the process involved engaging the Victoria community early in the process and allowed for input prior to discussions on a potential site(s) or technology being considered. With greater understanding of the public's awareness and values, there would be opportunity for the public input to guide the framework for siting and technologies to be considered.

The December 18, 2014 Council provided direction to bring forward potential sites for consideration now, prior to increased public involvement. This direction could impact the engagement objectives and approach outlined. The engagement objectives approved by Council are noted below:

- Focus on public information and education to facilitate public understanding and engagement prior to decision-making.
- Raise awareness of City's support for sewage treatment and intention to explore local options, and facility(s) located in Victoria.
- Solicit input on values and attitudes as it relates to sewage treatment options prior to decision-making on options or sites.
- Ensure meaningful outreach to those affected or potentially affected by sewage treatment decisions: 16,000 utility customers, potential neighbours, early and throughout process.
- Build community capacity and understanding by engaging stakeholder groups in process and creating opportunities to provide input.

There is strategic risk that by outlining potential sites prior to soliciting input on community values for considering sites and technology, the community could feel surprised or feel excluded from the decision-making. There is also a strong likelihood that the specific sites will become the focus of community input and reaction, which could make further engagement challenging from the outset.

In reviewing what the CRD's Westside Committee have commenced public engagement with, the processes are extremely similar to plans developed to date by the City. This includes a focus on public education, clear information and meaningful opportunities for the public to learn more and provide input early in the process. The Westside Committee is not including potential sites in their engagement approach at this time.

### **Options & Impacts**

With formation of the Eastside Committee there would be a significant duplication in effort and staff resources should the City of Victoria continue to explore local options for wastewater treatment. This specifically includes the planning review, development of technical information, public engagement and review of wastewater technologies. Continuing with two processes also has potential to confuse the public.

Up until formation of the Eastside Committee, City staff have been working with Urban Systems and Kerr Wood Leidal in preparation for the public engagement in the first quarter of 2015. Staff have since asked the consultants to pause any further work pending direction from Council. The City can end work with the consultants at any time and all invoices have been paid for work to date. The work completed by the consultants can be provided to the Eastside Committee.



With the CRD's authority through Letters Patent, sewer collection and disposal functions are by regulatory default their responsibility. The CRD is required to comply with its CALWP and with the federal and provincial regulations for implementation of sewage treatment. Senior government funding agreements are tied to an approved CALWMP. Since the work that is ultimately completed by the Eastside Committee could form the basis for an amendment to the CALWMP this is the preferred option moving forward.

From a staff perspective, supporting the Eastside Committee will require staff involvement and advice from Engineering, Citizen Engagement and Sustainable Planning and Community Development departments. It is recommended that staff be directed to support efforts by the CRD and Eastside Committee and pause work on exploring local options.

### **Recommendations**

1. Council directs staff to conclude work on the City's independent review of wastewater treatment solutions including development of a public engagement strategy. Further, that work completed to date by the City is shared with the Eastside Committee.
2. Council directs staff to participate, in an advisory role, on the Eastside Committee Staff Working Group including in public engagement elements or as needed.
3. Council directs staff to continue identification of potential sites, for a range of treatment options in the City of Victoria working closely with CRD staff and the Eastside Select Committee.

### **Alternate Options:**

1. Continue with the City's independent review of wastewater treatment solutions including development of a public engagement strategy. Report back to Council on staffing and resource implications.

# Terms of Reference



## **EASTSIDE WASTEWATER TREATMENT AND RESOURCE RECOVERY SELECT COMMITTEE**

### **PREAMBLE**

The Capital Regional District (CRD) Eastside Wastewater Treatment and Resource Recovery Select Committee is a select committee established by the CRD Board and will report to the Board through the Core Area Liquid Waste Management Committee (CALWMC) regarding a sub-regional wastewater treatment and resource recovery plan.

The Committee's official name is to be:

**Eastside Wastewater Treatment and Resource Recovery Select Committee**

### **1.0 PURPOSE**

The mandate of the committee is to:

- evaluate options and develop a conceptual plan for a wastewater treatment and resource recovery plan for participating jurisdictions
  - the conceptual plan will:
    - optimize existing infrastructure, where practical
    - be developed in a collaborative manner with the participants
    - be environmentally sound
    - decisions will be based on the best business case scenario that maximizes benefit to the best value for taxpayers
    - meet the unique needs of the Eastside in a proactive and timely way
    - the process will be efficient and cost effective
    - form the basis for an amendment to the Core Area Liquid Waste Management Plan (CALWMP)
- engage and consult with Eastside residents

The Committee will also:

- consider the results of work done by individual councils as instructed by those Councils
- report any work done by the Committee to the affected municipality

The Committee is tasked with working with the Westside committee and Westside municipalities to explore potential common facilities and use of current CRD assets.

### **2.0 ESTABLISHMENT AND AUTHORITY**

- The Chair and Vice Chair will be elected from among its membership;
- The Committee will report its findings to the Board for consideration through the Core Area Liquid Waste Management Committee (CALWMC); and

- The Committee will continue until it has made its final report to the Board.

### 3.0 COMPOSITION

- The membership is comprised of the designated number of representatives from each of the following municipalities that are participants in the Core Area Liquid Waste Management Plan:
  - Oak Bay (1)
  - Saanich (5)
  - Victoria (4)
- The alternate representative shall be the appointed CRD Alternate Director and is invited to participate at all open and closed committee meetings. Voting privileges can only be exercised in the absence of the designated representative.

### 4.0 PROCEDURES

- The CRD Board Procedures Bylaw will apply;
- The committee shall meet as required at the call of the Chair at least once monthly;
- Meetings will be held in the Boardroom at CRD Headquarters, 625 Fisgard Street;
- All meetings will be open to the public and may only be closed in accordance with s. 90 of the *Community Charter*;
- All open meetings will be webcast;
- Any in camera information to be shared with the Westside committee or affected municipalities shall be authorized only by way of a resolution;
  - the CALWMC and Board shall be kept apprised of the in camera information that has been shared
- The agenda will be finalized in consultation between CRD staff and the Committee Chair and any committee member may make a request to the Chair to place a matter on the agenda;
- With the approval of the CALWMC Chair and the Board Chair, committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration; and
- A quorum is a majority of the committee membership and is required to conduct committee business.

### 5.0 RESOURCES AND SUPPORT

- The General Manager of Parks & Environmental Services will lead the coordination and allocation of resources to the Committee;
- CRD staff, Eastside staff, consultants and the technical working group will provide support to the committee;



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- A Technical Working Group Implications Section will form part of the report to the CALWMC and the Board
  - Staff from Integrated Water Services and Parks & Environmental Services will provide primary administrative support with support from other departments as required; and
  - Minutes and agendas are prepared and distributed by the Parks & Environmental Services Department.