



RESORT MUNICIPALITY OF WHISTLER

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STAFF REPORT TO COUNCIL

PRESENTED: May 14, 2024 **REPORT:** 24-047
FROM: Waste Management **FILE:** 5360-20
SUBJECT: SOLID WASTE FACILITY OPERATIONS CONTRACT AWARD

RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

That the recommendation of the General Manager of Infrastructure Services be endorsed.

RECOMMENDATION(S)

That Council award the Solid Waste Facility Operations Contract to Green For Life Environmental Inc. as a five-year agreement per the unit rates identified in the Budget Section of Administrative Report No. 24-047.

PURPOSE OF REPORT

The Resort Municipality of Whistler's (RMOW) *Policy F-29: Procurement Policy* (Procurement Policy) requires Council approval for contracts over \$500,000 in value. The contract discussed in this report will exceed this value, so the purpose of this report is to seek Council's authorization for the Mayor and Corporate Officer to sign the contract for Solid Waste Facility Operations.

Information Report Administrative Report (Decision or Direction)

DISCUSSION

Background

The RMOW manages its solid waste facilities in accordance with the Regional Solid Waste and Resource Management Plan as well as with waste management industry best practices.

The RMOW operates a transfer station located in the Callaghan Valley and two residential recycling and landfill waste drop-off depot facilities located in the community, one located on Nesters Road and one located on Lynham Road in Function Junction; these three facilities are operated under a single contract. The Callaghan facility accepts residential and industrial, commercial and institutional waste from Whistler and from communities within SLRD Electoral Area C. Items collected also include appliances, mattresses and gypsum drywall. The contractor hauls recyclables collected at the transfer station to processors located in Squamish or in the Lower Mainland.

The transfer station contractor is responsible for loading collected landfill waste into large transport trucks which are hauled to the Campbell Hill Landfill located in Cache Creek. The transportation and landfill disposal fees are managed through a separate contract.

The existing contract was a result of a procurement exercise in 2014 that resulted in an initial five-year agreement and one additional five-year renewal term that is scheduled to expire June 1, 2024.

Analysis

The RMOW invited qualified waste management groups to submit proposals to operate and maintain the municipal waste facilities through a Request for Proposals (RFP) process. The successful proponent will be responsible for operating the Callaghan transfer station facility and maintaining waste and recycling collection bins at the two residential depots. Recycling collected at the depots (plastic film, mixed containers, glass, packaging foam, cardboard) is managed through a separate contract between the RMOW and RecycleBC which is an Extended Producer Responsibility program operating in this province. Depot attendant services at the Nesters and Function Junction depots are also provided under a separate contract.

Under this new contract for solid waste facility operations, the RMOW expects the operator to contribute their expertise in different aspects of solid waste management, be creative, and have control over the operations, providing a high level of efficiency and fiscal responsibility in the management and operations of their defined scope of work. The contract is designed to encourage the contractors' performance to reflect RMOW values and work harmoniously with the local community in the work that they do.

Similar to the existing contract, the contractor will be responsible for receiving, and handling of residual landfill waste, recyclables and compostable materials at the transfer station which will include the loading of trailers to haul landfill waste to Cache Creek. The contract will also include the provision and servicing of collection bins at both residential depots.

The contractor will be responsible for inspecting and maintaining equipment at the transfer station specific to waste management, picking up litter from around both the transfer station and depots, and ensuring that any litter released due to the operation and transportation of waste is recovered from the environment.

The RMOW asked proponents to consider innovative ways to divert recyclable and compostable material to reduce the amount of waste being transported from the transfer station to the landfill. Shifting materials that can be recycled or composted out of the landfill waste stream and into the appropriate recycling waste stream results in a reduction in landfill green house gases being produced and will reduce the number of trips and landfill tipping fees paid each year. This diversion of waste can result in substantial cost savings for the RMOW as disposing of landfill waste is more expensive than managing organics and common recyclables. The new contract includes a bonus / penalty clause that rewards the contractor for putting more material in each trailer bound for the landfill, reducing the number of trucks that need to make the trip to Cache Creek. Adding the Yard Coordinator position at the transfer station will allow some separation of contaminated loads of waste, improving diversion and reducing the total quantity of waste going to landfill.

The new contract will continue to set service standards that must be met, and many components of the existing contract will be maintained as they have resulted in good service for Whistler residents and businesses.

RFP Results

The RFP was posted on the municipal website Bid Opportunities page and on BC Bid from February 9, 2024 until March 15, 2024. One proponent submitted a bid in response to the RFP, and subsequent to receiving the bid, staff worked with this proponent to clarify their proposal.

The single proponent is the contractor that is currently providing the services, Green For Life Environmental Inc. (GFL). While the proposed costs are an increase from the previous contract, the new contract provides additional incentives and resources to improve waste diversion. More information is detailed in the Budget section of this report.

POLICY CONSIDERATIONS

Relevant Council Authority/Previous Decisions

SLRD Solid Waste Resource Management Plan, attached as Appendix A

[2021-2016 Zero Waste Action Plan](#)

2023-2026 Strategic Plan

The 2023-2026 Strategic Plan outlines the high-level direction of the RMOW to help shape community progress during this term of Council. The Strategic Plan contains four priority areas with various associated initiatives that support them. This section identifies how this report links to the Strategic Plan.

Strategic Priorities

Housing

Expedite the delivery of and longer-term planning for employee housing

Climate Action

Mobilize municipal resources toward the implementation of the Big Moves Climate Action Plan

Community Engagement

Strive to connect locals to each other and to the RMOW

Smart Tourism

Preserve and protect Whistler's unique culture, natural assets and infrastructure

Not Applicable

Aligns with core municipal work that falls outside the strategic priorities but improves, maintains, updates and/or protects existing and essential community infrastructure or programs

Community Vision and Official Community Plan

The Official Community Plan (OCP) is the RMOW's most important guiding document that sets the community vision and long-term community direction. This section identifies how this report applies to the OCP.

Reducing landfill waste is embedded in the Values and Goals of Whistler's OCP. An effective operating contract for the transfer station and depots allows the RMOW and the transfer station operating contractor to reduce the amount of waste before it's sent to the landfill. Reducing that volume reduces both cost and Greenhouse Gas emissions.

The following Goal, Objective and Policies are directly relevant to the award of this contract:

12.3. Goal – Move progressively toward zero waste.

12.3.1. Objective – Limit, minimize impacts of, and eventually eliminate in a cost-effective manner Whistler's municipal waste.

12.3.1.2. Policy – Support innovative and environmentally sustainable waste reduction, elimination and diversion programs in collaboration with community stakeholders and the private sector to achieve our zero-waste goal. The municipality will use tools (including policy, bylaws, bans, licensing requirements and fees) to encourage zero waste.

12.3.1.9 Policy – Operate a solid waste transfer station and drop off facility that meets the waste disposal needs of industrial, commercial and institutional sectors (including recycling, compost and landfill waste).

BUDGET CONSIDERATIONS

In 2023 the annual cost to operate the transfer station and depots under this contract amounted to approximately \$1.5 Mm. Based on 2023 waste generation data which provides volume and service frequency information, the RMOW expects to see an increase of approximately \$200,000 to maintain the current level of service with the new contract rates (13 per cent increase). Including the addition of a new Transfer Station Yard Coordinator at a cost of \$16,700 per month, the RMOW anticipates a total increase of approximately 27 per cent compared to the current contract. These increases will be partially mitigated if the incentives to reduce the number of truck loads of landfill waste are successful.

Increases in the anticipated contract costs are primarily associated with:

- Providing more oversight on incoming loads with the Yard Coordinator position at the transfer station. This person will complete regular tasks but will also take on special diversion projects and will work to educate users of the transfer station on what proper disposal looks like with the intent to minimize waste stream contamination. By inspecting incoming loads the Yard Coordinator will also work to lower operational risks associated with the improper disposal of household hazardous waste (specifically reduce the risk of fire).
- Handling / loading waste onto trailers bound for the Cache Creek landfill and to recyclers in the Lower Mainland. Recent changes in how recycling is processed has led to the contractor increasing their rates to handle this material.
- Operation of the scale system at the transfer station.
- Receiving, handling, and disposal of drywall.
- Service costs to collect and transport full bins from the Nesters waste depot to the transfer station (increased due to regular traffic delays).

The 2025 annual operating budgets will be adjusted to consider the new contract rates and likely will result in increased tipping fees to ensure that facility users that create the waste will continue to pay most of the solid waste management costs. As the new contract will only affect the second half of 2024, no budget amendment is anticipated for this year.

Table 1. New unit rates

Location	Service	Cost
Nesters Depot		
	Provide Landfill Waste Compactor	\$500 per month
	Service Landfill Waste Compactor	\$350 per service
	Provide bins for food scrap collection	\$115 per month per bin
	Service bins for food scrap collection	\$96 per service per bin
	Delivery of Seasonal Yard Waste bin	\$175 per delivery
	Provide Seasonal Yard Waste bin	\$170 per month
	Service Seasonal Yard Waste bin	\$350 per service
Function Depot		
	Provide Landfill Waste Compactor	\$500 per month
	Service Landfill Waste Compactor	\$220 per service
	Provide bins for food scrap collection	\$115 per month per bin
	Service bins for food scrap collection	\$96 per month per bin
	Delivery of Seasonal Yard Waste bin	\$175 per delivery
	Provide Seasonal Yard Waste bin	\$170 per month
	Service Seasonal Yard Waste bin	\$220 per month
Transfer Station		
	Receive and handle all landfill waste	\$39.31 per tonne received
	Yard Coordinator*	\$16,700 per month
	Styrofoam bin rental	\$236 per month
	Styrofoam service fee to recycler	\$775 per load
	Styrofoam tip fee paid to recycler	\$160.5 per load**
	Mattress bin rental	\$236 per month
	Mattress service fee to recycler	\$875 per load
	Mattress tip fee paid to recycler	\$150 per load**
	Mixed Wood service fee	\$350 per load
	Mixed Wood tip fee	\$150 per load
Scale Operations		
	Provide scale attendant (364 days/yr.) & operate POS system	\$16,500 per month

*added full-time position at transfer station

**passed through expense from GFL to RMOW

In addition to the specific terms of the contract, GFL has agreed in principle to work with municipal staff to increase the transfer station operational space that will allow for more sorting of waste from the landfill waste stream and have also agreed to fund community education and outreach to help improve diversion rates in Whistler.

LÍLWAT NATION & SQUAMISH NATION CONSIDERATIONS

The RMOW is committed to working with the Lílwat People, known in their language as *L'il'wat7úl* and the Squamish People, known in their language as the *Skwxwú7mesh Úxwumíxw* to: create an enduring relationship; establish collaborative processes for Crown land planning; achieve mutual objectives; and enable participation in Whistler's resort economy.

There are no specific considerations to include in this report.

COMMUNITY ENGAGEMENT

The community will be informed of any changes in service that will result from this new contract.

Level of community engagement commitment for this contract award:

Inform Consult Involve Collaborate Empower

REFERENCES

Appendix A – SLRD Solid Waste Resource Management Plan

SUMMARY

The current multi-year contract to operate the transfer station and residential depot facilities will expire June 1, 2024. To execute a new multi-year contract RMOW staff followed the Procurement Policy and posted an RFP to solicit proposals from experienced waste management contractors. One proposal was received in response to the RFP and staff have been working with the proponent to establish new operational rental and service rates.

Under the new agreement it is anticipated overall costs will increase by approximately 27 per cent compared to the previous contract but this increase also includes additional GFL staff working at the transfer station to help improve diversion rates.

Staff recommend awarding the Solid Waste Facility Operations Contract to GFL as a five-year agreement as per the unit rates identified in the Budget section of this report.

SIGN-OFFS

Written by:

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Management.

Reviewed by:

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Virginia Cullen,
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