

ITEM 11  
MANAGER'S REPORT NO. 24  
COUNCIL MEETING 89/03/28

RE: BURNABY REFUSE INCINERATION PLANT

ACTING MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Engineering be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER 1989 MARCH 20

FROM: DIRECTOR ENGINEERING

SUBJECT: BURNABY REFUSE INCINERATION PLANT

PURPOSE: TO ANSWER SPECIFIC QUESTIONS RAISED  
BY COUNCIL DURING A PRESENTATION FROM  
MS. DOROTHY CADDELL REGARDING THE  
ADDITIONAL WASTE BEING BURNED AT THE  
GVRD'S BURNABY REFUSE INCINERATION PLANT

RECOMMENDATION:

1. THAT a copy of this report be forwarded to:
  - (a) Ms. Dorothy Caddell, 4220 East Georgia Street, Burnaby, B.C. V5C 2T7, and
  - (b) Mr. M. J. O'Conner, Regional Manager, Greater Vancouver Regional District, 4330 Kingsway, Burnaby, B.C. V5H 4G8.

REPORT

I. BACKGROUND

Council, at its meeting of 1989 January 03, received correspondence and a presentation from Ms. Dorothy Caddell regarding the additional refuse being burned at the GVRD's Burnaby Refuse Incineration Plant. This report addresses several of the issues that Council raised during the ensuing discussion regarding the operation of the incinerator. The recently raised issues regarding the quality of gaseous emissions, the quality of the "burn", the quality and disposal of the ash, and other pertinent issues, will be addressed in a subsequent report from the Chief Public Health Inspector. This subsequent report will be submitted once staff have had sufficient time to evaluate the GVRD's independent Consultant's report, which is expected to be available in the near future.

II. COUNCIL'S QUERIES

- (i) In respect to Council's query as to when staff first became aware that the 210,000 tonnes per annum figure was the capacity of the incinerator with it operating at 85% of the time, staff's attention was first drawn to the 240,000 tonnes per annum figure upon receipt of Ms. Caddell's letter. Up until that time, staff was of the understanding that the rated capacity of the plant was 210,000 tonnes per annum, and that this amount would be

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what the plant would be processing each year. In reviewing GVRD reports, staff have found references to the 85% availability, but these statements stand alone and there are no statements relating the 85% availability to any specific capacity. There are numerous statements referring to the ".....total annual capacity of 210,000 metric tonnes.....".

ii)

Regarding Council's enquiry relative to a reduced tipping fee as compensation for locating the incinerator in Burnaby, Municipal staff and staff at the GVRD exhaustively researched their respective files to determine when, and to what extent, consideration was given for Burnaby to receive compensation for the incinerator being located in this Municipality. Attached in this regard are the following items of correspondence:

- . Letter from former Mayor William A. Lewarne to Mr. D. L. Mackay dated 1985 July 12 requesting that Burnaby be paid a mitigation fee.
- . Acknowledgement from Mr. Mackay dated 1985 July 15 advising that the request for a mitigation fee will be referred to the Solid Waste Committee for consideration.
- . Letter from D.L. Mackay to former Mayor William A. Lewarne dated 1985 November 22 suggesting that in lieu of a mitigation fee, a fund be created to provide "....amenities in open space as recreational areas adjacent to the incinerator".
- . Memo from former Mayor William A. Lewarne to members of Burnaby Municipal Council dated 1985 November 25 requesting that the matter be discussed at a "..... Monday meeting."

There is no further documentation on file to indicate what action, if any, Council may have taken on this matter.

Recent discussions with GVRD officials and with Mr. Mackay, who is now retired, reveal that neither the GVRD Solid Waste Committee nor any other body of the GVRD had at any time formally considered a mitigation fee, the creation of a fund with which to acquire and develop open space for recreational purposes or, for that matter, any other kind of amenity or benefit.

It is concluded that a mitigation fee was clearly intended to be considered by the GVRD's Solid Waste Committee in 1985, but this was never done for reasons that are not known and cannot be determined at this time.

In that the question of a mitigation fee is primarily one that is political in nature, staff would appreciate knowing what action, if any, Council wishes staff to pursue in regard to this matter.

On a somewhat related matter, it should be pointed out that Council did not impose a special "development fee" for upgrading facilities such as Marshland Avenue and Wiggins Street leading into the incinerator primarily because other industries locating in the area were not required to do so. The GVRD did, however, construct all services out to Wiggins Street that were required to provide full servicing of the incinerator site itself.

(iii) With respect to Council's questions on the maximum capacity of the incinerator, based upon the 210,000 tonnes per annum capacity, and an 85% operating efficiency, the maximum capacity would be expected to be 210,000  $\div$  .85 = 247,058 tonnes per annum. According to the GVRD's latest statements, the maximum throughput of the plant is a function of the actual availability of the plant and the actual heating value of the refuse being delivered to the plant and "....will become known after 2 - 3 years of normal operation but in any case will be at least 210,000 tonnes per annum."

Staff would reserve any opinion at this time on the effect of an increased tonnage because such an opinion would be contingent upon any environmental impact resulting from the increase. This aspect will be addressed in the subsequent report from the Chief Public Health Inspector.

(iv) Council's queries regarding the quality of the burn and the composition of the ash will be addressed in the report from the Chief Public Health Inspector discussed earlier in this report.

(v) With respect to Council's questions on the contract to construct the incinerator, staff do not have a copy of the final contract. However, staff have recently obtained a copy of Contract 300 from the GVRD, which was for a plant with either 70,000 or 140,000 tonnes per annum capacity and in this contract the capacity was specified as ".....minimum annual throughput of 70,000 or 140,000 tonnes as the case may be."

#### IV. CONCLUSION

The foregoing addresses several of the specific queries of Council regarding issues raised by Ms. Caddell's presentation. As discussed earlier, additional issues and concerns of Council will be addressed in the forthcoming report from the Chief Public Health Inspector which will be submitted to Council towards the end of April by which time staff will have completed its analysis of the G.V.R.D. Consultant's report on emissions. A copy of this follow-up report will also be sent to Ms. Caddell.

HDH:ka  
Attach.

cc: Chief Public Health Inspector  
Director Administrative & Community Services



E. E. Olson, P. Eng.  
DIRECTOR ENGINEERING



OFFICE OF THE MAYOR

WILLIAM A LEWARNE  
MAYOR

49-19 CANADA WAY  
BURNABY, BRITISH COLUMBIA V5G 1M2  
TELEPHONE (604) 294-7340

RECEIVED

1985 JUL 12  
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Mr. D. L. MacKay,  
Regional Manager,  
Greater Vancouver Regional District,  
4330 Kingsway,  
Burnaby, B.C. V5H 4G8

MUNICIPAL MANAGER'S  
OFFICE

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Dear Doug:

I would like to suggest that a "mitigation fee" should be considered for payment to Burnaby to compensate for the fact that the Burnaby incinerator will be receiving and disposing of garbage from other municipalities. This fee would be presumably along the lines of the levy fee presently paid to Delta.

Since there is discussion on increasing the tonnage from 140,000 tons per year to 210,000 tons per year at the incinerator, a "mitigation fee" would assist in the political decision making.

Would you please review this matter and advise me of your findings.

Yours truly,

William A. Lewarne  
MAYOR

b.c.c. Municipal Manager

July 15, 1985

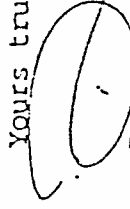
Mayor W. A. Lewarne  
District of Burnaby  
4949 Canada Way  
Burnaby, B.C.  
V5G 1M2

Dear Mayor Lewarne:

Thank you for your letter of July 12 suggesting a mitigation fee be considered to compensate for the Burnaby incinerator receiving and disposing of garbage from other municipalities. This is a question which the Solid Waste Committee will need to consider in fulfilling its mandate to "...investigate, report and recommend on implementation of a Regional refuse disposal utility...". The Committee has not yet addressed the question of financing and cost sharing, but will need to do so soon in order to complete its work within the allotted 6 months. I will ensure that the question of mitigation to those who host solid waste facilities is considered by the Committee.

As you point out, there are precedents; however, it may be more in the public interest for the Region to provide funding for public open space adjacent to its facilities, rather than direct payment to municipalities. In any event, the question will be considered by the Committee in its development of a solid waste utility financial plan, and I thank you for bringing it to my attention.

Yours truly,



D. L. MacKay  
Regional Manager

cc: A. D. Purdon  
M. Shelley ✓

DLM/cw

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MANAGER'S REPORT NO.

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89/03/28

6-6-10-2



Greater Vancouver Regional District  
4330 Kingsway, Burnaby, British Columbia, Canada V5H 4G8

Regional Manager  
Telephone (604) 432-6214

November 22, 1985

Mayor W.A. Lewarne  
District of Burnaby  
4949 Canada Way  
BURNABY, B.C.  
V5G 1M2

Dear Mayor Lewarne:

Re: SOLID WASTE FACILITIES

Further to our recent discussions about mitigation payments for solid waste disposal facilities, I suggest that when we take this to the Committee that rather than a payment to municipalities for waste disposal, that we consider creation of a fund for use in providing amenities in open space as recreational areas adjacent to the incinerator. There is a precedent for this in the program set up in 1975 for treatment plants and landfills as shown on the enclosed copy of the May 1975 Board resolution.

This program has worked better than a fee per unit processed because it is specific to improvements in the area of the facility and is limited to those facilities located in areas where they may lessen amenities. That is to say, a facility for instance, located in the heart of an industrial area, would probably not lessen amenities in the area whereas, one located in a residential or park area could have a detrimental effect.

The 1975 resolution refers to Sewage Treatment Plants and Landfills but only because those were the only disposal facilities in the system at that time. A simple amendment could be made to include incinerators or other facilities.

As far as the Burnaby Incinerator is concerned, the annual operating cost is estimated at 4.5 million dollars - 3% of this is \$135,000 which could be used on your foreshore park or other adjacent areas.

I would like to discuss this with you and then perhaps we should introduce the subject to the Committee for a reaction.

Yours truly,

D.L. MacKay  
Regional Manager

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MUNICIPAL MANAGER'S OFFICE

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2.1.4 It was MOVED and SECONDED,

That Whereas the Sewerage District finds it convenient, practical, and economic to locate disposal facilities serving many municipalities in one municipality which may by itself derive only minimum benefit from the facility, and

Whereas these facilities are frequently located in areas or adjacent to areas which are designated as recreational or open space areas in the Livable Regional Plan, and

Whereas these facilities do not enhance the areas so designated and in fact may lessen the amenities of the areas to the residents of the host municipality, it is recommended:

That, where Sewerage District disposal facilities, whether treatment plants or sanitary landfills, are located in or adjacent to areas which are designated in the Livable Regional Plan as open space or recreational areas, that the Sewerage District create a surcharge of 3% of the operating costs of such facilities for use in providing public amenities in such designated areas and that this surcharge be expended as soon as practical after its collection.

- CARRIED.

OFFICE OF THE MAYOR

WILLIAM A LEWARNE  
MAYOR



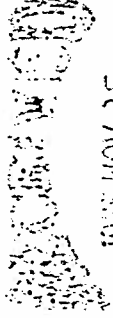
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4049 CANADA WAY  
BURNABY, BRITISH COLUMBIA V5G 1M2  
TELEPHONE 294-7340

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1985 November 25

TO: MEMBERS OF THE MUNICIPAL COUNCIL  
FROM: MAYOR WILLIAM A. LEWARNE  
SUBJECT: INCINERATOR MITIGATION FEE




1985 NOV 25

MURKIN'S POSTAL SERVICE  
097432

I am enclosing a letter to Mr. D. L. MacKay, dated July 12th and his response of July 15th.

Since we will be discussing the draft regional plan for refuse and the possible expansion of the incinerator at our Monday meeting, I believe discussion should follow regarding the levy fee of \$1.00 per ton to Burnaby. The precedent for this is that the Westburnco Municipalities now pay it. They have in Coquitlam and new pay in Delta at the Burns Bog. Burnaby and Coquitlam should, in my opinion, receive a \$1.00 per ton for refuse disposed of that does not go to the Burns Bog Landfill. The G.V.R.D. take the position that it should be the same as the sewage treatment plans which is a percentage of the operating cost.

I would like to suggest we stand hard on the \$1.00 per ton and if we have to, to fall back on their proposal to grant 3% of the operational cost which would give Burnaby \$135,000. per year.

  
William A. Lewarne  
M A Y O R

Att.

*Disciplined for  
Council 11/25/85*