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| ITEM | |
| MANAGER'S REPORT NO. | 18 |
| COUNCIL MEETING | 75 |
| | 93/12/20 |

TO: CITY MANAGER **DATE:** 1993 12 16
FROM: DIRECTOR ENGINEERING **FILE:** 65-07-02
SUBJECT: DISPOSAL OF INTERNATIONAL FLIGHT WASTE
PURPOSE: To provide Council with additional information on the disposal of international flight waste, in response to concerns brought forth by Canadian Airlines International and the GVRD.

RECOMMENDATIONS:

1. THAT Council:
 - a) notify the GVRD of its concerns about the use of the Burnaby incinerator, and reiterate its policy to strongly oppose any deviation from the strict operating policy of the GVRD to burn only municipal type waste and some oily waste with the prior approval of Burnaby Council;
 - b) forward this report and its conclusions to the Administration Board of the GVRD, recommending consideration of the INTERIM and LONG TERM options outlined; and
 - c) forward this report to the Project Manager of the Regional Solid Waste Management Plan Review, recommending that a comprehensive solution to regulated municipal type waste be undertaken in 1994 as part of the implementation phase of the Solid Waste Management Plan.
2. THAT a copy of this report be forwarded to the Solid Waste Department of the GVRD, and Canadian Airlines International for information purposes.

REPORT

1.0 BACKGROUND

At Council's regular meeting of 1993 November 8, Canadian Airlines International (CAI) appeared as a delegation before Council to discuss the possible use of the GVRD incinerator for disposal of international flight waste.

Upon approaching the GVRD, and subsequent presentation of a report from the GVRD Solid Waste Management Committee to the Administration Board in October, CAI was requested to submit their proposal to Burnaby prior to the GVRD making a final decision on their request.

| | |
|----------------------|----------|
| ITEM | 18 |
| MANAGER'S REPORT NO. | 75 |
| COUNCIL MEETING | 93/12/20 |

CAI has presented background information on initiatives they have undertaken to reduce their wastes which have resulted in substantial waste reductions on a per passenger basis. CAI has also outlined that the cost of incineration of waste at the small CAI incinerator at Vancouver International Airport has become increasingly expensive, that the incinerator has outlived its effectiveness, and that it is required to meet new regional air emission standards. Cost for incineration at that facility is quoted at \$200 per tonne, which does not include a \$1 million upgrade required to meet these new standards.

In the GVRD Solid Waste Management Committee report it was noted that the disposal of international flight waste is regulated by Agriculture Canada for the protection of domestic livestock from hoof and mouth disease. Agriculture Canada currently requires that such (off shore) waste be incinerated or disposed in a controlled (fenced) landfill. While there would be no financial implications to the GVRD to take this waste (as CAI would pay the regional disposal rate for all wastes delivered), the financial implications to Canadian Airlines International could be substantial. The airline estimates that it would save in excess of \$500,000 per year if it could dispose of the international flight waste at the regional tipping fee. However, it should be noted that the regional tipping fee is a blended rate of all regional disposal facilities, and the "true" cost for the Burnaby Incinerator operation is higher than the regional tipping fee of \$69 per tonne.

2.0 POLICY

Burnaby Council has passed a resolution, forwarded to the GVRD by letter in 1993 July, that it *"strongly oppose any deviation from the strict operating policy of the GVRD to burn only municipal type waste and some oily waste with the prior approval of Burnaby Council"*.

This policy was developed in response to issues pertaining to the disposal of autoclaved biomedical wastes, either in the more environmentally secure landfill at Cache Creek or the Burnaby incinerator; as well as in response to issues pertaining to the Province's need to address implementation of a "special waste" management strategy in a process of public consultation.

3.0 DISCUSSION OF TECHNICAL AND FINANCIAL CONSIDERATIONS

Although Agriculture Canada, in its current regulations, has amended the disposal restrictions for this particular type of international waste; waste from airline flights, and similar type waste from cruise ships, originating from offshore sites must be dealt with in a manner that safeguards domestic livestock. To that end, while the waste itself is recognized to be like local hotel waste that is managed within the Institutional, Commercial and Industrial (IC & I) sector of the "municipal type" waste stream, incineration or disposal in a controlled landfill is still required because of the Agriculture Canada regulation. Similar waste from airline flights originating in the U.S. does not follow this protocol.

| | |
|----------------------|----------|
| ITEM | 18 |
| MANAGER'S REPORT NO. | 75 |
| COUNCIL MEETING | 93/12/20 |

Disposal of this type of waste at Burns Bog Landfill or Cache Creek was not considered a technical option in the GVRD report because of lack of fencing and other operational procedures on those sites which precludes them under the Agriculture Canada regulation. Other than the Burnaby incinerator, the only other regional disposal facility that could be considered on an interim basis may be the Port Mann Landfill. This site, which is nearing its final elevations, and has undergone considerable upgrades in the past, may be a potential interim disposal site until its anticipated closure in 1996. Use of any upgraded site would be dependant on the feasibility of making site improvements to a portion of the site to meet the Agriculture Canada regulations. Such costs would warrant a special "true" operating cost surcharge.

If, because of senior government regulations, CAI has a limited option in disposal sites, it may be prudent to deal with this international flight waste in the most cost effective and realistic means available.

CAI has indicated that its incinerator costs are in the order of \$200 per tonne, and substantial cost savings can be realized if the waste could be diverted to a regional facility at the regional rate. It should be noted that based on the operating cost and annual debt charge of the capital cost on a per tonne basis, the true disposal cost at the Burnaby incinerator is higher than the regional disposal rate. The regional disposal rate of \$69 per tonne is actually a blended rate of all regional facility operations. This fact was recognized when a tiered rate structure was introduced for the disposal of oily waste at the Burnaby Incinerator. Special oily wastes are currently accepted at the Burnaby Incinerator at a special rate structure of \$219 per tonne. If other regulated wastes (such as international flight waste) were to be treated in similar manner the cost to CAI for disposal at the Burnaby Incinerator would be higher than continued operation at its present facility.

To accept regulated (although it be "municipal type") waste at the regional disposal rate would set precedence. Recognizing the costs of special administration and handling, as is done for disposal of special oily wastes, and using a tiered rate structure would be an option in dealing with international flight waste. Tiered rate structures for regulated waste would also complement "polluter pay" philosophies and provide continued incentives for the larger airline and cruise ship industry to carry on using higher profile waste reduction strategies which CAI, under its current internal disposal cost structure, has adopted.

4.0 SOLID WASTE MANAGEMENT PLAN REVIEW

The proposed Regional Solid Waste Management Plan is scheduled to be presented to the Administration Board of the GVRD early in 1994. At that time it will be necessary for the GVRD and its member municipalities and the waste management industry to prepare feasibility studies, implementation plans, and design reports as part of Phase 3 (ie Implementation Phase).

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|----------------------|----------|
| ITEM | 18 |
| MANAGER'S REPORT NO. | 75 |
| COUNCIL MEETING | 93/12/20 |

Industrial, Commercial and Institutional (IC & I) sector "municipal type" waste will also need to be addressed both in terms of waste reduction inventories, and required audits stemming from enacting legislation of the Waste Management Act (Bill 29). Appropriate residual disposal technologies for different categories of "municipal type" waste will have to be developed. At that time it would be appropriate to determine best available technologies for those regulated portions of the IC & I "municipal type" waste stream, such as international flight waste, and provide a comprehensive disposal system for such materials that are not "Hazardous Waste" and thus outside of the mandate of the Province.

5.0 CONCLUSION

The foregoing report, prepared in conjunction with Environmental Health Services, has discussed the issues of regulated "municipal type" waste and the problems associated with limited disposal options and costly disposal system upgrades.

Burnaby has a policy to "strongly opposes any deviation from the strict operating policy of the GVRD to burn only municipal type waste and some oily waste with the prior approval of Burnaby Council".

Consideration may be given to both the following Interim and Long Term solutions to deal with regulated "municipal type" waste.

Interim:

- a) It is recommended that the GVRD explore the possibilities of upgrading a portion of a controlled regional landfill site, and then accept this type of waste with an appropriate disposal rate structure reflecting the "true" cost of dealing with the Agriculture Canada Regulation.
- b) Until such time as Option a) is explored or, in the event that it is not feasible, consideration could be given by the GVRD to permit continued interim disposal of this regulated "municipal type" waste through a non-upgraded CAI incinerator. This would be subject to reassessment of interim air emission impacts.

For these interim measures, the concepts of tiered "polluter pay" rate structures and financial incentives for industry to reduce waste are applicable. The philosophies of "polluter pay" provide continued incentives for the larger airline and cruise ship industry to carry on using higher profile waste reduction strategies which CAI, under its current internal disposal cost structure, has adopted.

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|----------------------|----------|
| ITEM | 18 |
| MANAGER'S REPORT NO. | 75 |
| COUNCIL MEETING | 93/12/20 |

Long Term

- a) The opportunity exists to incorporate a comprehensive solution to regulated "municipal type" waste through Phase 3 (Implementation Phase) of the Solid Waste Management Plan Review. Industrial, Commercial and Institutional (IC & I) sector "municipal type" waste needs to be addressed both in terms of waste reduction inventories, and audits coming from enacting legislation of the Waste Management Act (Bill 29). Appropriate residual disposal technologies for different categories of "municipal type" waste will have to be developed.
- b) At the time the above proceeds, it would be appropriate to determine best available technologies for those regulated portions of the IC & I "municipal type" waste stream, such as international flight waste, consider the existing facility at CAI or the need for another facility, and provide a comprehensive disposal system for such materials that are not "Hazardous Waste" and thus outside of the mandate of the Province.

In conclusion, it is recommended that Burnaby reiterate Council's previous concerns about the use of the Burnaby Incinerator to the GVRD. Furthermore, it is recommended that this report's conclusions be forwarded to the GVRD Administration Board for consideration of the *Interim* and *Long Term* options outlined, and that this report be forwarded to the Project Manager of the Solid Waste Management Plan Review to recommend that a comprehensive solution to regulated "municipal type" waste be undertaken as part of the implementation phase of the Solid Waste Management Plan.


DIRECTOR ENGINEERING

RGB:jb

cc: Director Admin. & Community Services
Medical Health Officer

