

**ENVIRONMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: REGIONAL DRAFT INTEGRATED SOLID WASTE AND RESOURCE  
MANAGEMENT PLAN**

**RECOMMENDATIONS:**

1. THAT Council support in principle the goals contained in the regional draft ISWRMP as discussed in this report.
2. THAT Council request Metro Vancouver to reconsider its position to fund the establishment of Eco-Centres.
3. THAT Council request Metro Vancouver to undertake an open market request for proposals of all site specific, feasible disposal options for remaining residual waste after diversion of recyclable materials.
4. THAT Council request Metro Vancouver to give preference to an in-region publicly owned residual waste management facility.
5. THAT Council request staff to report back to apprise Council of the final plan upon completion of the regional draft ISWRMP public consultation program.
6. THAT Council forward a copy of this report to Metro Vancouver, Attention: Johnny Carline, Chief Administrative Officer.

**REPORT**

The Environment Committee, at its meeting held on 2010 June 08, received and adopted the *attached* report providing staff comments on the Regional Draft Solid Waste and Resource Management (ISWRMP).

The regional draft ISWRMP establishes goals, strategies, and actions which align with other regional and provincial plans, and sets a target to increase the diversion rate from the existing 55% to a minimum of 70% by 2010. The goals and objectives of the regional draft ISWRMP are

Copied to:	City Manager Director Engineering Director Planning & Building Director Finance Chief Building Inspector
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To: His Worship, the Mayor and Councillors  
From: Environment Committee  
Re: Regional Draft Integrated Solid Waste and Resource  
Management Plan  
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sound; however, there are certain elements in the plan which require further discussion and evaluation. Some specific issues are related to funding of Eco-Centres and requesting open market request for proposals for all site specific, feasible disposal options for remaining residual waste after diversion of recyclable materials.

Arising from discussion, the Committee AMENDED the recommendations to include that Council request Metro Vancouver to give preference to an in-region publicly owned residual waste management facility. It is recommended that Council support in principle the goals and strategies contained in the regional draft ISWRMP subject to Metro Vancouver addressing the specific issues outlined in this report.

Respectfully submitted,

Councillor D. Johnston  
Chair

Councillor S. Dhaliwal  
Vice Chair

Councillor A. Kang  
Member

**TO:** CHAIR AND MEMBERS  
ENVIRONMENT COMMITTEE

**DATE:** 2010 June 01

**FROM:** DIRECTOR ENGINEERING

**SUBJECT:** REGIONAL DRAFT INTEGRATED SOLID WASTE AND RESOURCE  
MANAGEMENT PLAN

**PURPOSE:** To provide the Committee and Council with staff comments on the Regional  
Draft Solid Waste and Resource Management (ISWRMP)

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**RECOMMENDATIONS:**

1. **THAT** the Committee recommend Council to:
  - a) Support in principle the goals contained in the regional draft ISWRMP as discussed in this report;
  - b) Request Metro Vancouver to reconsider its position to fund the establishment of Eco-Centres;
  - c) Request Metro Vancouver to undertake an open market request for proposals of all site specific, feasible disposal options for remaining residual waste after diversion of recyclable materials;
  - d) Request staff to report back to apprise Council of the final plan upon completion of the regional draft ISWRMP public consultation program; and
  - e) Send a copy of this report to Metro Vancouver, Attention: Johnny Carline, Chief Administrative Officer.

**REPORT****1.0 INTRODUCTION**

Municipal and regional solid waste management is regulated by the B.C. Ministry of Environment through *Solid Waste Management Plans* under *Environmental Management Act (EMA)*. The proposed regional draft *Integrated Solid Waste and Resource Management Plan (ISWRMP)* updates the existing 1995 regional Solid Waste Management Plan and sets an aggressive goal to increase the diversion rate (i.e. the

portion of the material that is diverted away from disposal) from the current regional rate of 55% to a minimum of 70% by 2015.

The purpose of this report is to outline staff comments on the regional draft ISWRMP (Attachment A) and the potential financial implications of the proposed plan elements to Burnaby for Council's consideration. This report will also serve as the City's submission to Metro Vancouver as a part of the municipal government consultation on the regional draft ISWRMP.

## **2.0 REGIONAL DRAFT INTEGRATED SOLID WASTE AND RESOURCE MANAGEMENT PLAN**

Building on the principles of the 5R's – reduce, reuse, recycle, recover and residuals management, the proposed regional draft ISWRMP has four main goals:

- Goal 1: Minimize waste generation;
- Goal 2: Maximize reuse, recycling and material recovery;
- Goal 3: Recover energy from waste stream after recycling; and
- Goal 4: Dispose of all remaining waste in landfill after material and energy recovery.

The strategies and actions under Goals 1 and 2 are aimed at diverting additional 600,000 tonnes of waste and thereby achieve an increase in regional diversion rate from the existing 55% to a minimum of 70% by 2015. This may be achieved through:

- Collecting food waste from homes and businesses and either composting it to produce a soil amendment or processing it into bio-fuels;
- Mandatory recycling for demolition, land clearing and construction, encouraging the use of recycled materials and reviewing building codes and barriers to wood reuse;
- Expanding regional plastics recycling;
- Advocating for additional provincial Extended Producer Responsibility Programs;
- Mandating recycling in all multi-family and commercial buildings;
- Banning additional materials from garbage once recycling facilities and programs are in place;
- Establishing Eco-Centres at various locations in the region as one-stop drop locations for all recyclable materials;
- Creating consistent recycling programs throughout the region;
- Fostering the development of local markets for recycled materials; and
- Increasing awareness of waste reduction and recycling through outreach programs.

The strategies and actions in goals 3 and 4 are targeted at recovering energy from waste stream after recycling and disposing of remaining waste. Even after improved waste diversion over the next five years, with projected population growth the region will still

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need to dispose over a million tonnes of garbage in 2015. To manage this waste in a sustainable manner, Metro Vancouver retained a consultant to undertake a technical evaluation of three options – landfill, waste-to-energy facility and waste treatment (a process called mechanical biological treatment or MBT) prior to either landfilling or incineration. Based on the analysis (air emissions, air quality impacts, greenhouse gas emissions, energy generation and costs), the proposed draft plan proposes new waste-to-energy capacity within the region in one or more facilities. The proposed facility would have a capacity of 500,000 tonnes / year and would be designed to maximize energy recovery for use in district heating, industrial applications and electricity generation. If an in-region facility is not possible, the regional draft plan recommends an out-of region waste-to-energy facility. The Vancouver Landfill would continue to be used to handle any wastes that are not diverted to waste-to-energy facilities.

Staff Comments on the Regional Draft ISWRMP:

In reviewing the proposed regional draft ISWRMP, staff are generally supportive of increasing the regional diversion rate from the current 55% to a minimum of 70% by 2015. Specific comments to the Goals, Strategies and Actions outlined in the draft plan are noted below:

a) ISWRMP Goals 1 and 2:

Staff support Goals 1 and 2 which relate to minimizing waste generation and maximizing reuse, recycling and materials recovery. Through previous approvals from the Committee and Council, staff have already implemented some of the actions proposed in the draft Plan (such as banning of materials where recycling programs are in place) or are in process to implement some of the actions (such as food waste collection from single and two family homes, and bringing forward a bylaw to mandate recycling in multi-family buildings).

However, in order to achieve the proposed diversion target, additional emphasis will be required in areas of outreach and enforcement. Increased reuse and recycling for demolition and construction sector would also have to be targeted through review of existing demolition and land clearing permitting processes with a view to requiring waste management plans as a condition of such permits. The additional review, administration and enforcement of the proposed waste reduction target would impose further demand on existing City staff resources. Staff estimate that an additional annual funding of \$300,000 (equivalent to 3 FT staff positions) would be required to provide the additional staff resources to facilitate the implementation of the 70% diversion rate. Staff will review the resourcing issue and provide further recommendation to Council in future budget discussion.

Under Goal 2 Action item 2.2.4 of the draft Plan, Eco-Centres (one-stop drop off centres for recycling) are proposed to be established to increase the effectiveness of existing

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recycling programs. The proposed Eco-Centres are similar to many existing municipal recycling depots or drop off centres currently operated and funded by local municipalities. The first Eco-Centre is proposed to be located in Surrey and additional Centres would be constructed across the region as needed. It is understood that Metro Vancouver will be funding the Eco-Centre in Surrey. This in essence is creating a two tiered system in the region as Burnaby has been fully funding and operating its Still Creek Depot since 1990 as a one-stop recycling centre. Allocation of regional funding to establish local Eco-Centres is a departure from the current business model where Metro Vancouver's core business is region-wide waste disposal and municipalities are responsible for local waste collection and recycling. Staff are not in favor of regional funding (capital and operating) of local Eco-Centres and recommend that Metro Vancouver be requested to reconsider its position on funding municipal Eco-centres.

#### b) ISWRMP Goals 3 and 4

As noted elsewhere in the report, Metro Vancouver is proposing waste-to-energy as the primary method of handling residual waste after diversion of recyclable materials over landfilling and MBT. In reviewing the proposed Plan, it is noted that there are a number of issues which have yet to be resolved such as:

- The overall cost of waste-to-energy vs. landfilling or MBT is not fully understood at an actual site level. This is an important issue from an affordability and financial perspective as local ratepayers will have to carry the full cost of capital and operating costs as it is unlikely that senior levels of government will participate in capital cost sharing unlike other projects such as sewerage treatment and drinking water improvements.
- The amount and value of the energy that can be recaptured through the process is not fully understood, and is highly dependent on siting of the waste-to-energy facility at a location where the heat can be captured and transported to where it can be efficiently utilized. Furthermore, the present assumption is that the thermal output of a plant will generate revenue at commencement and that a favourable price for electricity will be paid by BC Hydro.

As such, staff recommend that Council request Metro Vancouver to undertake an open market request for proposals of all site specific, feasible disposal options for the remaining residual waste after diversion of recyclable materials;

### 3.0 CONSULTATION PROCESS

Metro Vancouver has set a number of public meetings and sub-regional municipal workshops to seek input into the regional draft ISWRMP. Staff attended a sub-regional municipal workshop on Tuesday, 2010 May 04 in Port Coquitlam as well as a Public Meeting held that evening in Port Moody. More recently, Metro Vancouver has added

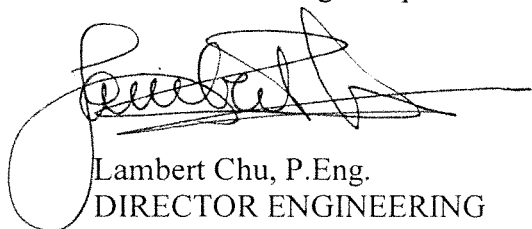
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another three public meetings, one of which is being held on Thursday, 2010 June 17 from 6pm to 10:30pm at Fraser River Discovery Centre, 788 Quayside Drive, New Westminster, to inform and receive comments from residents and businesses in Burnaby and New Westminster.

Metro Vancouver is continuing with the draft plan consultation process and comments and feedback from the public and stakeholders may be submitted until 2010 July 14. Subject to the approval of the Committee and Council, this report would serve as the City's submission of comments to Metro Vancouver on the regional draft plan. Following the receipt of the public input, Metro Vancouver staff will present the results of the public consultation and the revised plan to the Metro Vancouver Waste Management Committee and the Board for endorsement in late July 2010. The final ISWRMP will be submitted to the Minister of Environment for approval. Each municipality will also be given an opportunity to consider the final plan for approval relative to the municipal commitments.

#### 4.0 CONCLUSION

The regional draft ISWRMP establishes goals, strategies, and actions which align with other regional and provincial plans, and sets a target to increase the diversion rate from the existing 55% to a minimum of 70% by 2015. The overarching goals and objectives of the regional draft ISWRMP are sound. However, there are certain elements in the plan which require further discussion and evaluation. Some specific issues are related to funding of Eco-Centres and requesting open market request for proposals for all site specific, feasible disposal options for remaining residual waste after diversion of recyclable materials. Staff recommend that Council support in principle the goals and strategies contained in the regional draft ISWRMP subject to Metro Vancouver addressing the specific issues outlined in this report.



Lambert Chu, P.Eng.  
DIRECTOR ENGINEERING

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Attachment (1)

Copied to: City Manager  
Director Planning and Building  
Director Finance  
Chief Building Inspector