NOTICE OF REGULAR MEETING
ZERO WASTE COMMITTEE

9:00 a.m.
Thursday, November 15, 2012
2nd Floor Boardroom, 4330 Kingsway, Burnaby, British Columbia.

A G E N D A

1. ADOPTION OF THE AGENDA

1.1 November 15, 2012 Regular Meeting Agenda
That the Zero Waste Committee adopt the agenda for its regular meeting scheduled for November 15, 2012 as circulated.

2. ADOPTION OF THE MINUTES

2.1 October 11, 2012 Regular Meeting Minutes
That the Zero Waste Committee adopt the minutes of its regular meeting held October 11, 2012 as circulated.

3. DELEGATIONS
No items presented.

4. INVITED PRESENTATIONS
No items presented.

5. REPORTS FROM COMMITTEE OR STAFF

5.1 2011 Recycling and Solid Waste Annual Report
Designated Speaker: Marcel Pitre, Senior Project Engineer
Solid Waste Department
Recommendation:
That the Zero Waste Committee receive for information the report dated, November 2, 2012 titled “2011 Recycling and Solid Waste Annual Report”.

5.2 ISWRMP Implementation Progress Report
Designated Speaker: Andrew Marr, Acting Division Manager
Solid Waste Department
Recommendation:
That the Zero Waste Committee receive for information the report dated, November 2, 2012 titled “ISWRMP Implementation Progress Report”.

5.3 Regional DLC Waste Recycling, Processing and Disposal Capacity
Designated Speakers: Nermine Tawfik, Technical Advisor
Craig Shishido, Technical Advisor
Solid Waste Department
Recommendation:
That the Zero Waste Committee receive for information the report dated November 2, 2012, titled “Regional DLC Waste Recycling, Processing and Disposal Capacity”.

ZWC - 1
5.4 **Transfer Station Capital Programs**  
*Designated Speaker:* Dennis Ranahan, Deputy Manager  
Solid Waste Department  
*Recommendation:*  
That the Zero Waste Committee receive for information the report dated, November 2, 2012, titled “Transfer Station Capital Programs”.

5.5 **Zero Waste Challenge: Organics & Christmas 2012 Waste Reduction Campaigns**  
*Designated Speaker:* David Hocking, Corporate Communications Division Manager, Corporate Relations Department  
*Recommendation:*  

5.6 **Waste Flow Management: Engagement and Consultation Program Update**  
*Designated Speaker:* Marie Griggs, Public Involvement Division Manager  
Engineering and Construction Department  
*Recommendation:*  
That the Board receive for information the report dated, October 19, 2012 titled “Waste Flow Management: Engagement and Consultation Program Update”.

5.7 **New Waste-to-Energy Capacity - Fraser Valley Regional District**  
*Designated Speakers:* Paul Henderson, Manager  
Solid Waste Department  
Marie Griggs, Public Involvement Division Manager  
Engineering and Construction Department  
*Recommendation:*  
That a special meeting of the Zero Waste Committee be held in early December 2012, and that the Chair and Vice Chair of the Fraser Valley Regional District (FVRD) be invited to enable them to provide input on Metro Vancouver’s proposed engagement and consultation program for new waste-to-energy capacity development.

5.8 **Manager’s Report**  
*Designated Speaker:* Paul Henderson, Manager  
Solid Waste Department  
*Recommendation:*  
That the Zero Waste Committee receive for information the report dated October 23, 2012 titled “Manager’s Report”.

6. **INFORMATION ITEMS**

6.1 **Letter from Food Banks Canada dated October 23, 2012 regarding Food Tax Credit Plan**

7. **OTHER BUSINESS**
No items presented.
8. **RESOLUTION TO CLOSE MEETING**  
*Staff Recommendation:*  
That Zero Waste Committee close its regular meeting scheduled for November 15, 2012 pursuant to the *Community Charter* provisions, Section 90 (1) (g) as follows:  
“90 (1) A part of a committee meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:  
(g) litigation or potential litigation affecting the regional district.”

9. **ADJOURNMENT**  
*Staff Recommendation:*  
That the Zero Waste Committee conclude its regular meeting of November 15, 2012.
Minutes of the Regular Meeting of the Greater Vancouver Regional District (GVRD) Zero Waste Committee held at 9:04 a.m. on Thursday, October 11, 2012 in the 2nd Floor Boardroom, 4330 Kingsway, Burnaby, British Columbia.

PRESENT:
Chair, Director Malcolm Brodie, Richmond  
Vice Chair, Director Derek Corrigan, Burnaby  
Councillor Roger Bassam, North Vancouver District  
Director Mike Clay, Port Moody  
Director Marvin Hunt, Surrey  
Director Gayle Martin, Langley City (arrived at 9:07 a.m.)  
Councillor Neal Nicholson, Coquitlam  
Director Andrea Reimer, Vancouver  
Director Deb Walters, Pitt Meadows  
Director Wayne Wright, New Westminster

ABSENT:
Councillor Scott Hamilton, Delta

STAFF:
Carol Mason, Commissioner/Chief Administrative Officer, Chief Administrative Officer’s Department  
Paul Henderson, Manager, Solid Waste Department  
Klara Kutakova, Assistant to Regional Committees, Board Secretariat and Corporate Information Department

1. ADOPTION OF THE AGENDA

1.1 October 11, 2012 Regular Meeting Agenda

It was MOVED and SECONDED  
That the Zero Waste Committee adopt the revised agenda for its regular meeting scheduled for October 11, 2012 as circulated. 

CARRIED

2. ADOPTION OF THE MINUTES

2.1 September 13, 2012 Regular Meeting Minutes

It was MOVED and SECONDED  
That the Zero Waste Committee adopt the minutes of its regular meeting held September 13, 2012 as circulated. 

CARRIED

3. DELEGATIONS

No items presented.
4. INVITED PRESENTATIONS
No items presented.

5. REPORTS FROM COMMITTEE OR STAFF

5.1 2013 Programs and Priorities of the Zero Waste Committee
Report dated October 1, 2012 from Paul Henderson, Manager, Solid Waste Department, outlining the 2013 programs and key priorities under the purview of the Zero Waste Committee for discussion and/or amendment for Board consideration at the Board Budget Workshop.

9:07 a.m. Director Martin arrived at the meeting.

Regarding the 2013 Zero Waste Committee budget, members commented and/or inquired about the following:
- Waste flow changes, rates adjustments
- Investments towards implementation of goals 1 and 2 of the Integrated Solid Waste and Resource Management Plan
- Concern about mixing of capital and operating expenditures
- The need for a more detailed explanation of significant budget lines/changes
- Purpose and spending of the Sustainability Reserve Fund
- Potential budget process changes

Request of Staff
Staff was requested to provide the Board with additional detail regarding expenditures included in the 2013 budget related to implementation of Goals 1 & 2 of the Integrated Solid Waste and Resource Management Plan.

It was MOVED and SECONDED
That the Zero Waste Committee endorse the proposed programs and key priorities as set out in the report dated October 1, 2012, titled "2013 Zero Waste Committee - Programs and Priorities", as the basis for the budget to be considered at the Board Budget Workshop on October 17, 2012.

CARRIED
Director Reimer voted in the negative.

5.2 New Waste-to-Energy Procurement Process
Report dated September 24, 2012 from Paul Henderson, Manager, Solid Waste Department, providing an update on the development of the new Waste-to-Energy (WTE) capacity and recommend a procurement process and evaluation criteria for RFQ1.

The Committee considered potential changes to the proposed procurement process.

Request of Staff
Staff was requested to revise the recommended procurement process as outlined in the Board version of the report as follows:
- In the third paragraph of Section 1, by adding "potential revenue streams" under the evaluation criteria
• In Section 3, by replacing the phrase “whether one or more facilities is required” with the phrase “whether one or more facilities is required or advisable”
• In Sections 4 and 5, make reference to a business case rather than cost of the facility only
• In Section 5, at the end of the sentence, add the phrase “and other revenue streams”

Discussion ensued on advisability of lower-than-staff-recommended threshold of municipal solid waste processed by the proposed technology.

**It was MOVED and SECONDED**
That the Board approve:
1. Proceeding with the recommended procurement process described in this report commencing with a technology only request for qualifications (RFQ1), with an operational date for new waste-to-energy capacity no later than mid 2018.
2. Requiring in RFQ1 that proponents demonstrate that the proposed technology solution has operated continuously for one year in the last five years processing a minimum of 25,000 tonnes per year of municipal solid waste.

**Motion Withdrawn**
With the consent of the Committee, the foregoing motion was WITHDRAWN.

**It was MOVED and SECONDED**
That the Board approve:
1. Proceeding with the recommended procurement process described in this report commencing with a technology only request for qualifications (RFQ1), with an operational date for new waste-to-energy capacity no later than mid 2018.
2. Requiring in RFQ1 that proponents demonstrate that at a minimum the proposed technology solution has operated continuously for one year in the last five years processing a minimum of 25,000 tonnes per year of municipal solid waste.

**CARRIED**
Director Corrigan voted in the negative.

Members considered a proposal that one of the technologies selected through the RFQ1 process be non-mass burn technology.

**It was MOVED and SECONDED**
That the Board, as the result of the RFQ 1 process, approve that at least one of the technologies must be non-mass burn incineration technology.

**DEFEATED**
5.3 New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program
Report dated October 2, 2012 from Marie Griggs, Public Involvement Division Manager, Engineering and Construction Department, summarizing the proposed overall engagement and consultation program for the development of new waste-to-energy capacity for Metro Vancouver and identifying specific activities for the early phases of the process.

Presentation material is retained with the October 11, 2012 Zero Waste Committee agenda.

It was requested that the FVRD be sent a copy of the correspondence.

It was MOVED and SECONDED
1. That the Board approve the proposed engagement and consultation program for new waste-to-energy capacity, as described in the report titled “New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program” dated October 2, 2012.
2. That the Board Chair write the Minister of Environment asking for confirmation that Board approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD, and send a copy of the correspondence to the FVRD.

CARRIED
Directors Corrigan and Wright absent at the vote.

5.4 New Waste-to-Energy Capacity – Third Party Expert Panel
Report dated September 25, 2012, from Sarah Wellman, Senior Project Engineer, Solid Waste Department, providing an update on the selection of the third party expert panel, supporting the procurement of new Waste-to-Energy (WTE) capacity, as directed by the Board on July 30, 2010.

It was MOVED and SECONDED

CARRIED
Directors Corrigan and Wright absent at the vote.

5.5 Metro Vancouver Waste Composition and Energy Content Projections
Report dated September 24, 2012, from Kris La Rose, Project Engineer, Solid Waste Department, providing an update on an analysis estimating future Metro Vancouver waste composition and heating value.

It was MOVED and SECONDED
That the Board receive the report dated September 24, 2012, titled “Metro Vancouver Waste Composition and Energy Content Projections” for information.

CARRIED
Directors Corrigan and Wright absent at the vote.
5.6 **2013 Tipping Fee Bylaw**

Report dated September 21, 2012, from Lyn Ross, Senior Project Engineer, Solid Waste Department, seeking updates to the Greater Vancouver Sewerage and Drainage District Bylaw No. 275, 2012 – A Bylaw to Establish the Tipping Fee and Solid Waste Disposal Regulation, by reducing the Regional tipping fee to $105 (currently $107) per tonne along with some other minor modifications.

**It was MOVED and SECONDED**

That the Board:

1. Approve a 2013 tipping fee of $105 per tonne, a decrease of $2 per tonne from the 2012 tipping fee;
2. Introduce and give first, second and third reading to “Greater Vancouver Sewerage and Drainage District Tipping Fee and Solid Waste Disposal Regulation Bylaw No. 275, 2012”;
3. Reconsider, pass and finally adopt “Greater Vancouver Sewerage and Drainage District Tipping Fee and Solid Waste Disposal Regulation Bylaw No. 275, 2012”.

CARRIED

Directors Clay, Hunt, and Reimer voted in the negative.

5.7 **Regional Organics Processing Capacity**

Report dated October 2, 2012, from Nicole Tuzi, Project Engineer, Solid Waste Department, assessing the region’s current and future capacity for processing organics into compost or biofuels, as outlined in the Regional Organics Strategy approved by the Board in September 2011.

**It was MOVED and SECONDED**

That the Zero Waste Committee receive the report dated October 2, 2012, titled “Regional Organics Processing Capacity” for information.

CARRIED

5.8 **Sample Municipal Bylaw for the Management of Waste and Recyclable Materials from Demolition Work**

Report dated September 12, 2012, from Esther Bérubé, Project Engineer, Solid Waste Department, seeking the Board’s support for a municipal approach to encourage diversion of demolition materials from disposal, which is recommended to be applied through municipal demolition permits. The proposed municipal approach is based on the sample bylaw presented in Attachment 1, which municipalities may tailor and implement as appropriate.

**It was MOVED and SECONDED**

That the Board approve the proposed municipal permit approach to encourage demolition material recycling, and refer the attached sample municipal bylaw to member municipalities for consideration in their demolition permit processes.

CARRIED

5.9 **Greater Vancouver Sewerage and Drainage District (GVS&DD) Amending Bylaw No. 272, 2012**

Report dated October 2, 2012, from Ray Robb, Regulations and Enforcement Division Manager, Metropolitan Planning, Environment and Parks Department, recommending amendments to the Greater Vancouver
Sewerage and Drainage District Municipal Solid Waste and Recyclable Material Regulatory Bylaw No. 181, 1996, (the Bylaw) for managing municipal solid waste (MSW) and recyclable material (RM) at private facilities.

**It was MOVED and SECONDED**

That the Board:

a) introduce and give first, second and third reading to “Greater Vancouver Sewerage and Drainage District Amending Bylaw No. 272, 2012”; and

b) forward “Greater Vancouver Sewerage and Drainage District Amending Bylaw No. 272, 2012” to the Minister of Environment for approval.

CARRIED

5.10 Zero Waste Conference Debrief

Report dated September 20, 2012 from Heather Schoemaker, Manager, and David Hocking, Corporate Communications Division Manager, Corporate Relations Department, providing an overview of Metro Vancouver’s second annual Zero Waste Conference and to outline the outcomes.

**It was MOVED and SECONDED**

That the Board:

a. Share the report dated September 20, 2012 titled “Metro Vancouver 2012 Zero Waste Conference,” with member municipalities; and

b. Direct staff to investigate an enhancement of the Design Challenge in its planning for the 2013 Zero Waste Conference.

CARRIED

5.11 National Zero Waste Marketing Council – Inaugural Roundtable

Report dated September 20, 2012 from Heather Schoemaker, Manager, and David Hocking, Corporate Communications Division Manager, Corporate Relations Department, providing an update on the September 15 inaugural roundtable discussion that took place regarding the feasibility of the proposed National Zero Waste Marketing Council.

**It was MOVED and SECONDED**

That the Board receive for information the September 20 report titled, “National Zero Waste Marketing Council – Inaugural Roundtable”, and direct staff to continue efforts to establish a National Zero Waste Marketing Council.

CARRIED

5.12 Status of Utilities Capital Expenditures to August 31, 2012

Report dated October 2, 2012, from Frank Huber, Deputy Manager, Engineering and Construction Department, and Phil Trotzuk, Financial Planning and Operations Division Manager, Finance and Administration Department, informing about the status of utilities capital expenditures.

**It was MOVED and SECONDED**


CARRIED
5.13 Manager’s Report

It was MOVED and SECONDED
That the Zero Waste Committee receive for information the report dated September 20, 2012 titled “Manager’s Report”.

CARRIED

6. INFORMATION ITEMS

It was MOVED and SECONDED

CARRIED

7. OTHER BUSINESS
No items presented.

8. RESOLUTION TO CLOSE MEETING

It was MOVED and SECONDED
That Zero Waste Committee close its regular meeting scheduled for October 11, 2012 pursuant to the Community Charter provisions, Section 90 (1) (g) as follows:
“90 (1) A part of a committee meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:
(g) litigation or potential litigation affecting the regional district.”

CARRIED

9. ADJOURNMENT

It was MOVED and SECONDED
That the Zero Waste Committee conclude its regular meeting of October 11, 2012.

CARRIED
(Time: 11:14 a.m.)

Klara Kutakova
Assistant to Regional Committees

Malcolm Brodie, Chair
To: Zero Waste Committee

From: Marcel Pitre, Senior Project Engineer
Solid Waste Department

Date: November 2, 2012

Subject: **2011 Recycling and Solid Waste Annual Report**

Recommendation:

That the Zero Waste Committee receive for information the report dated, November 2, 2012 titled “2011 Recycling and Solid Waste Annual Report”.

---

1. PURPOSE

To update the Zero Waste Committee on the 2011 regional waste diversion rate.

2. CONTEXT

Regional Diversion Rate

Metro Vancouver compiles annual solid waste and recycling information from member municipalities, internal weigh scale records, private recycling facilities and disposal sites, product stewardship organizations, the Provincial government and others. This report provides a summary of that information for the 2011 calendar year.

The regional solid waste management system provides services for almost 2.4 million residents of Metro Vancouver. Through the combined efforts of municipalities, businesses, and residents in the region in 2011, about 1.8 million tonnes of material were diverted from disposal. This amounts to about 57% of the material generated in the region by the residential, commercial (ICI) and construction (DLC) sectors. This is slightly higher than the 55% diversion in 2010. This was mainly due to increased building activity in 2011, as the recycling of construction and demolition materials is a significant contributor to regional diversion rates.

Approximately 1.0 million tonnes of solid waste was managed at Regional Facilities including Metro Vancouver and City of Vancouver Transfer Stations, the Waste-to-Energy Facility and the Vancouver and Cache Creek Landfills. In addition, approximately 370,000 tonnes of construction and demolition (C&D) type material was disposed at licensed private transfer stations and disposal facilities within the Region.

The attachment provides the 2011 annual summary table for solid waste and recyclables. The detailed Recycling and Solid Waste Management 2011 statistics will be posted on the Metro Vancouver website.
**Municipal Recycling Programs**

In recent years, municipalities in the region have made improvements to their solid waste and recycling programs. Almost all have implemented single-family residential food scrap collection programs. Over ninety percent of the single family households in the region now have municipal food scrap collection services. More municipalities have started biweekly garbage collection as a further incentive to increase recycling and composting. There are also municipalities that are implementing and piloting food scraps collection for multi-family residents.

The regional average diversion rate for the single family residential sector increased from 48% to 50% likely due to the implementation of these new programs and increased awareness of diversion initiatives.

3. **ALTERNATIVES**

None presented.

4. **CONCLUSION**

In 2011, about 57% of the total waste generated was diverted from disposal. This is slightly higher than the 55% diversion in 2010. This increase was mainly due to increased building activity in the region, as the recycling of construction and demolition materials is a significant contributor to regional diversion rates.

Many municipalities have made improvements to their solid waste and recycling systems including: food scraps collection, bi-weekly garbage collection and multi-family food scrap collection. The regional average diversion rate for the single family residential sector increased from 48% to 50%.

**ATTACHMENT**

Metro Vancouver Recycling and Solid Waste Management 2011 Summary Table (6655429)
### Metro Vancouver Recycling and Solid Waste Management 2011 Summary Table

**Solid Waste Summary - by Sector**

<table>
<thead>
<tr>
<th>Waste Sector</th>
<th>Disposed (Tonnes)</th>
<th>Recycled (tonnes)</th>
<th>Generated (tonnes)</th>
<th>Recycling Rate (%)</th>
<th>Disposed tonnes/capita</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>573,070</td>
<td>400,324</td>
<td>973,394</td>
<td>41%</td>
<td>0.24</td>
</tr>
<tr>
<td>Single Family (reported)</td>
<td>368,518</td>
<td>363,594</td>
<td>732,112</td>
<td>50%</td>
<td>0.26</td>
</tr>
<tr>
<td>Multi Family (estimated)</td>
<td>204,553</td>
<td>36,729</td>
<td>241,282</td>
<td>15%</td>
<td>0.21</td>
</tr>
<tr>
<td>ICI (estimated)</td>
<td>431,373</td>
<td>244,648</td>
<td>676,021</td>
<td>36%</td>
<td></td>
</tr>
<tr>
<td>DLC (reported)</td>
<td>366,459</td>
<td>1,043,529</td>
<td>1,409,987</td>
<td>74%</td>
<td></td>
</tr>
<tr>
<td>Product Stewardship (reported)</td>
<td></td>
<td>128,946</td>
<td>128,946</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,370,902</strong></td>
<td><strong>1,817,446</strong></td>
<td><strong>3,188,348</strong></td>
<td><strong>57%</strong></td>
<td><strong>0.57</strong></td>
</tr>
</tbody>
</table>
To: Zero Waste Committee

From: Andrew Marr, Acting Division Manager
Solid Waste Department

Date: November 2, 2012

Subject: ISWRMP Implementation Progress Report

Recommendation:

That the Zero Waste Committee receive for information the report dated, November 2, 2012 titled “ISWRMP Implementation Progress Report”.

1. PURPOSE

To update the Zero Waste Committee on the progress towards implementing the Integrated Solid Waste and Resources Management Plan (ISWRMP).

2. CONTEXT

Metro Vancouver’s ISWRMP identifies actions for Metro Vancouver, member municipalities, and senior levels of government, including a commitment for Metro Vancouver to provide a comprehensive progress report to the Minister of Environment every two years.

Metro Vancouver is collaborating with our member municipalities and other partners through REAC, REAC solid waste subcommittee, the regional waste reduction coordinators, and various industry stakeholder groups to develop and implement many of the ISWRMP initiatives. For example, a working group of REAC solid waste members is helping develop an equitable business model for funding regional recycling facilities, and Metro Vancouver staff will be assisting municipal staff in implementing recycling space and access specifications and mandatory recycling from demolition projects.

This information report focuses on the key strategies in the ISWRMP and updates the current implementation status of the major actions within those strategies (Attachment).

3. ALTERNATIVES

N/A

4. CONCLUSION

This report is a high level summary of the implementation status of the key initiatives in the Integrated Solid Waste and Resource Management Plan. A comprehensive progress report will be prepared for the Ministry of Environment in 2013.

ATTACHMENT:

Status of Key Strategies in the ISWRMP
<table>
<thead>
<tr>
<th>ISWRMP Strategy</th>
<th>Status in 2012</th>
<th>Activity in 2013</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waste flow management</td>
<td>• In September 2012, the Board directed staff to consult with stakeholders on 3 economic and 4 regulatory options for waste flow management. Consultation workshops will be held in December for both government and industry stakeholders.</td>
<td>• Consultation will continue with an anticipated recommendation for a waste flow management option in early 2013.</td>
<td></td>
</tr>
</tbody>
</table>
| 1.1 Advocate that senior governments transfer additional waste management responsibilities to producers and consumers | • An inaugural meeting has been held to establish a National Zero Waste Council to share communication campaigns and advocate for changes in the design of products and packaging that will reduce the generation of waste.  
• In August, 2012, Metro Vancouver and the Ministry of Environment developed a Memorandum of Understanding on improving and accelerating EPR in B.C.  
• Metro Vancouver and member municipalities have been actively reviewing and commenting throughout the plan development for Packaging and Printed Paper EPR. | • Follow up is under way to establish governance and initial actions for the National Zero Waste Council.  
• The agreement between Metro Vancouver and the Ministry of Environment will be implemented through an annual work plan.  
• The iterative nature of the packaging EPR planning process indicates an ongoing role in future plan consultations and implementation opportunities. | • Actions within this ISWRMP strategy are largely ongoing |                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                  |
| 1.2 Reduce or eliminate materials ... which hinder or limit the opportunities to achieve reuse, recycling, or energy recovery, or that may exacerbate environmental impacts of disposed residuals | • The Regional Organics Strategy recommended that an organics disposal ban be phased in, and take full effect by 2015. Staff have prepared a number of optional methods of implementing the organics disposal ban in preparation for broad stakeholder consultation | • Consultation and development of a recommended implementation approach for organics bans in all sectors will occur in 2013.  
• Development of options for a disposal ban on wood waste will be carried out in 2013. | • Actions for new disposal bans apply also to strategies 2.2, 2.6 and 2.7 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                  |
<table>
<thead>
<tr>
<th>ISWRMP Strategy</th>
<th>Status in 2012</th>
<th>Activity in 2013</th>
<th>Comments</th>
</tr>
</thead>
</table>
| 1.3 Provide information and education on options to reduce waste | Public engagement strategies are carefully aligned with the regulatory, pricing and infrastructure initiatives developed to meet the plan’s goals. Waste reduction information and education is targeted towards specific audiences including: multi-family residents, the Industrial Commercial and Institutional sector, and broad residential campaigns. Current work is underway across this spectrum including:  
  • Working with food retailers and restaurants on preparing realistic food diversion strategies for businesses in these sectors in preparation for the 2015 organics ban,  
  • Launching a curb-side food scraps advertising campaign addressing contamination to support municipal food scraps collection initiatives,  
  • Preparing a holiday waste reduction advertising campaign ‘Make memories, not garbage’,  
  • Piloting community-based waste reduction and recycling improvement projects in multi-family housing sites,  
  • Working with NGOs to support community Zero Waste Challenges,  
  • Producing an annual zero waste conference to expand awareness, understanding and engagement in waste reduction and diversion strategies,  
  • Working with teachers, administrators and student leaders within the 11 Metro region school districts to provide practical teaching tools and develop peer-to-peer learning networks to enhance awareness of local waste reduction strategies. | All of the programs described have deliverables in 2012, and will continue through 2013. Programs support municipal work and are designed to produce case studies and tool kits that are wholesaled across the region | Actions within this ISWRMP strategy are largely ongoing  
The activities in this strategy apply also to strategies 1.2, 2.2, 2.5, 2.6, and 2.7. |
<table>
<thead>
<tr>
<th>ISWRMP Strategy</th>
<th>Status in 2012</th>
<th>Activity in 2013</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 Increase the opportunities for re-use</td>
<td>• Metro Vancouver is working to support tax law amendments to encourage donation (redistribution) of unwanted edible food&lt;br&gt;• See also public engagement progress in Strategy 1.3</td>
<td>• See public engagement progress in Strategy 1.3</td>
<td></td>
</tr>
<tr>
<td>2.2 Increase the effectiveness of existing recycling programs</td>
<td>• Metro Vancouver and a working group of municipal staff from the REAC Solid Waste Subcommittee are currently developing a business model that will define an equitable means of financing and operating eco-centres.&lt;br&gt;• Metro Vancouver is continuing to work with the City of Surrey to site and design a new residential drop-off facility in Surrey.&lt;br&gt;• See also public engagement progress in Strategy 1.3</td>
<td>• The eco-centres business model will be submitted to the Zero Waste Committee and Board for approval.&lt;br&gt;• The design of the residential drop off facility will focus on flexibility to potentially accommodate a number of enhancements in future in order to increase waste diversion.</td>
<td>• Key success factors for a regional Eco-Centre strategy are ensuring regional equity and maximizing service to residents and businesses</td>
</tr>
<tr>
<td>2.3 Provide opportunities to increase private sector recycling</td>
<td>• Amendments to By-law 181 approved.</td>
<td>• The effects of amendments to By-Law 181 will be monitored through 2013.</td>
<td></td>
</tr>
<tr>
<td>2.4 Target demolition, land clearing and construction sector for increased reuse and recycling</td>
<td>• After extensive stakeholder consultation, a template municipal bylaw to encourage mandatory waste reduction and recycling from demolition projects was completed and approved by the Board in October 2012.&lt;br&gt;• Metro Vancouver will report the status and outlook for regional DLC waste processing and disposal capacity in November 2012.</td>
<td>• Metro Vancouver will provide assistance to municipalities in the implementation of their respective bylaws to encourage waste reduction and recycling from demolition projects.&lt;br&gt;• Metro Vancouver will continue to monitor regional capacity, and work on methods to improve markets for recycled DLC materials.</td>
<td>• Actions 2.4.1 and 2.4.4 are completed</td>
</tr>
<tr>
<td>2.5 Reduce paper and paperboard being disposed</td>
<td>• See public engagement progress in Strategy 1.3</td>
<td>• See public engagement progress in Strategy 1.3</td>
<td></td>
</tr>
<tr>
<td>2.6 Target organics for recycling and energy recovery</td>
<td>• Metro Vancouver carried out an assessment of the status of regional organics processing capacity, and reported to the ZW Committee in October 2012.&lt;br&gt;• See organics ban progress in Strategy 1.2&lt;br&gt;• See public engagement progress in Strategy 1.3</td>
<td>• At this time, the private sector and municipalities appear positioned to provide sufficient organics processing capacity. Staff will continue to monitor regional capacity.&lt;br&gt;• See organics ban progress in Strategy 1.2&lt;br&gt;• See public engagement progress in Strategy 1.3</td>
<td></td>
</tr>
<tr>
<td>ISWRMP Strategy</td>
<td>Status in 2012</td>
<td>Activity in 2013</td>
<td>Comments</td>
</tr>
<tr>
<td>----------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| 2.7 Target wood for reuse, recycle and energy recovery         | • Metro Vancouver is completing a study of higher uses for wood, in partnership with a forest products research organization  
• See also public engagement progress in Strategy 1.3                                                                                                      | • See also public engagement progress in Strategy 1.3                                                                                                                                                        |                                                                                                                                                                                                     |
| 2.8 Target plastics for increased recycling                   | • See public engagement progress in Strategy 1.3  
• See also Packaging and Printed Paper EPR in Strategy 1.1                                                                                           | • See public engagement progress in Strategy 1.3  
• See also Packaging and Printed Paper EPR in Strategy 1.1                                                                                           |                                                                                                                                                                                                     |
| 2.9 Target multi-family and industrial, commercial and institutional sectors to improve diversion rates | • Metro Vancouver carried out a review of mandatory recycling requirements in other locations in preparation for developing the template municipal bylaws as set out in the ISWRMP.  
• After extensive stakeholder consultation, a set of technical standards for minimum standards for recycling space and access in new and renovated multi-family and commercial buildings were developed by Metro Vancouver. In September 2012, the Board approved these technical specifications for implementation by municipalities. | • Mandatory recycling options will be identified with implementation expected by 2015.  
• Metro Vancouver will provide assistance to municipalities in the implementation of those technical specifications for recycling space and access.                                                                 | • Under Action 2.9.1, standards for recycling space and access were to be bylaws. This action was completed in the form of technical specifications as a result consultation with member municipalities. |
<p>| 2.10 Develop contingency plans for the loss of recycling markets | • Metro Vancouver carried out an assessment of the recycling markets for organics, paper, plastic, glass containers, carpet and electronics.                                                                | • Work will continue through 2013 on prioritizing actions to improve recycling markets including increasing improving collection infrastructure and changes to procurement policies |                                                                                                                                                                                                     |
| 2.11 Integrated Utility Management Advisory Committee           | • To support and monitor the implementation of the three utility management plans (Waste, Liquid Waste and Solid Waste), an Integrated Management Advisory Committee (IUMAC) has been established. Its inaugural meeting is expected to take place in late 2012. | • The IUMAC will monitor plan implementation in all three utilities in 2013.                                                                       |                                                                                                                                                                                                     |</p>
<table>
<thead>
<tr>
<th>ISWRMP Strategy</th>
<th>Status in 2012</th>
<th>Activity in 2013</th>
<th>Comments</th>
</tr>
</thead>
</table>
| 3.1 Use waste-to-energy to provide electricity and district heating | • Metro Vancouver is working with member municipalities and other stakeholders to assess the feasibility of a district energy project that would potentially supply heat from the existing Metro Vancouver WTE to nearby sites.  
• In October 2012, the Board approved a procurement process for 370,000 tonnes per year of new WTE capacity. | • Staff will continue to evaluate the business case for supplying heat to multiple sites, which is likely to be more favourable than for any single area. Staff expects to complete developing technical and financial models for a decision in 2013.  
• The consultation and procurement process for new WTE capacity will continue through 2013, with shortlisting of proponents and identification of potential sites both in and out of region. | |
| 3.2 Recover energy from other solid waste management facilities | • Metro Vancouver’s continues to pursue additional energy capture from solid waste facilities, however two users of steam and landfill gas recently discontinued operation. | • Wastech is developing an LFG utilization system for Cache Creek that will be operational by mid 2013.  
• Metro Vancouver will continue to seek a new beneficial user of LFG for Coquitlam landfill in 2013. | |
<p>| 3.3 Utilize non-recyclable material as fuel | • Metro Vancouver’s assessment of the future heating value of disposed waste confirmed the viability of future waste streams as a fuel for WTE. | • New fuel markets for non-recyclable materials will continue to be explored in 2013. | |
| 4.1 Utilize the Vancouver Landfill as a disposal site | • Waste quantify projections carried out in 2012 indicate that sufficient disposal capacity is provided by existing facilities until at least 2016 and potentially until 2018 if waste reduction targets are met. | • Staff will continue to monitor and project future waste disposal requirements. By 2018, it is anticipated that additional waste-to-energy capacity will be established to meet the demands for solid waste disposal. | |
| 4.2 Ensure a disposal site is available for DLC waste | • Metro Vancouver will report the status of and outlook for regional DLC waste processing and disposal capacity to the Zero Waste Committee in November 2012. | • Staff assessment suggests there is no imminent lack of DLC disposal capacity, and that excess recycling capacity exists, although its use is limited primarily by low market demand. Metro Vancouver will continue to monitor regional capacity, and work on methods to improve markets. | |</p>
<table>
<thead>
<tr>
<th>ISWRMP Strategy</th>
<th>Status in 2012</th>
<th>Activity in 2013</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.3 Establish contingency disposal sites</td>
<td>• See progress under strategy 4.1</td>
<td>• See progress under strategy 4.1</td>
<td></td>
</tr>
</tbody>
</table>
Zero Waste Committee Meeting Date: November 15, 2012

To: Zero Waste Committee

From: Nermine Tawfik, Technical Advisor
      Craig Shishido, Technical Advisor
      Solid Waste Department

Date: November 2, 2012

Subject: Regional DLC Waste Recycling, Processing and Disposal Capacity

Recommendation:

That the Zero Waste Committee receive for information the report dated November 2, 2012, titled “Regional DLC Waste Recycling, Processing and Disposal Capacity”.

1. PURPOSE
This report assesses the region’s current and future capacity for the transfer, processing and disposal of demolition and construction waste, and the status of end use markets.

2. CONTEXT

Section 2.4.3 of the Integrated Solid Waste and Resource Management Plan (ISWRMP) calls for Metro Vancouver to review existing demolition, landclearing and construction (DLC) recycling and processing capacity, identify gaps in the system and project future needs. DLC waste is primarily managed by the private sector in Metro Vancouver.

(a) DLC Disposal Capacity
Annual amounts of DLC waste fluctuate substantially depending on local building activity. In 2011, the region disposed of well over 500,000 tonnes of DLC waste. There are two major disposal facilities for DLC waste in the region, the privately owned Ecowaste landfill in Richmond and the Vancouver landfill, which accepts select DLC materials for specific facility development uses. Smaller loads of DLC waste are also disposed at Metro Vancouver and City of Vancouver transfer stations. Larger loads that range in size from 4 tonnes to 25 tonnes are usually delivered to the landfills while smaller loads ranging in size up to 4 tonnes are usually delivered to public transfer stations.

In 2011, the estimated disposal of DLC waste was as follows:
• About 300,000 tonnes at the Ecowaste and Vancouver landfills
• About 200,000 tonnes at Metro Vancouver and City of Vancouver transfer stations
• About 65,000 tonnes was reported disposed outside the region,

(b) DLC Waste Processing Capacity
Transfer and Reload Facilities receive both commercial and residential demolition, renovation and construction waste and consolidate those loads for transport to disposal facilities. Some hand-picking of metals, cardboard, and clean wood happens on site. There are four active licensed facilities located within the region with a maximum combined capacity of approximately 200,000 tonnes annually. Two other facilities have
licences but are inactive and will remain so for the near future. In addition, two facilities have applied for licenses and could add an additional 114,000 tonnes annually.

(c) DLC Recycling Capacity by Material

The Metro Vancouver region has a well-established network of DLC material recycling operations. For most DLC recycling facilities, their ability to accept more materials is constrained mainly by limited end markets and not by physical capacity constraints (e.g. space, equipment, labour). Many of these recycling facilities are not operating at their maximum theoretical capacity at this time because end-use markets especially for wood waste are currently low.

The following table provides a summary of the actual recycling and disposal carried out in 2011. As discussed above, the physical capacity at most facilities for recycling each of these key DLC materials is higher than the amounts currently being recycled.

<table>
<thead>
<tr>
<th>Material</th>
<th>Disposed (tonnes)</th>
<th>Recycled (tonnes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asphalt</td>
<td>Negligible</td>
<td>177,000</td>
</tr>
<tr>
<td>Asphalt Shingles</td>
<td>26,800</td>
<td>7,500</td>
</tr>
<tr>
<td>Concrete</td>
<td>29,700</td>
<td>373,000</td>
</tr>
<tr>
<td>Drywall</td>
<td>13,900</td>
<td>70,000</td>
</tr>
<tr>
<td>Rock, Sand, Dirt, Ceramic</td>
<td>68,300</td>
<td>58,000</td>
</tr>
<tr>
<td>Wood</td>
<td>314,800</td>
<td>309,000*</td>
</tr>
</tbody>
</table>

*This total includes 48,000 tonnes of landclearing waste

Wood

Wood waste is collected either source-separated at 3 facilities in the region, or mixed with other recyclable and non-recyclable inert materials at two other facilities. Wood waste accepted at these facilities is generated from either DLC projects or from manufacturing and industrial processes. The data reported above represents wood recycled from all sources and. It is estimated that 45% of that wood is generated from manufacturing and industrial processes. The total theoretical capacity of all these facilities is close to 500,000 tonnes per year. There is also one additional facility licensed to accept wood waste and is currently inactive.

Most facilities are processing as much wood as the end markets will currently absorb, although their physical capacity for processing wood waste is higher, with the exception of the largest single facility which is nearing its physical limit.

Wood recycling operations that accept source-separated and clean wood will grind/chip the wood but any sorting that is required it is generally done manually.

The facility that accepts wood waste along with other mixed inert materials is a semi-automated material sorting and recovery facility. The capacity of its two locations is 180,000 tonnes with wood waste comprising about 60% of incoming waste.
End use markets for wood waste are mostly in alternative energy applications such as hog fuel and process-engineered fuels. Wood waste is also used for landscaping applications and for compost amendment (if the sources are manufacturing or industrial i.e. pre-consumer). The fuel markets in BC are generally volatile due to the abundance of other biomass sources. DLC wood waste is considered low grade fuel because it has a relatively high level of contaminants. The fuel markets for DLC wood waste have been slow since 2008 for a number of reasons:

- Low natural gas prices
- Economic downturn
- Availability of pine-beetle wood waste and other high BTU-value biomass
- Closure of many forest product mills who are traditionally large users of hog fuel

Opportunities exist for developing other end use markets for wood waste such as compost amendment as the region diverts more organic wastes, and in higher end uses in reuse and remanufacturing. These could potentially provide a more stable, value-added end use market for wood waste. However this requires a long term change in demolition practices and increased infrastructure for the collection, distribution and retail of salvaged wood.

**Concrete**

Concrete is currently accepted for recycling at five facilities in the region. Markets for recycled concrete are currently low, and all facilities are processing as much concrete as those markets will absorb. Concrete is generated from the demolition of buildings and from roads, sidewalks and bridge construction. In addition to concrete recycling facilities, concrete is also recycled through mobile crushing services, where concrete generated from a project will be used on-site for a different application or sold to customers directly. There are also some temporary recycling sites that accept a specific limited amount of crushed concrete for use as fill or road base. The amounts recycled through these mobile and temporary sites are not readily tracked.

Recycled concrete in Metro Vancouver is used mainly as road base, backfill, aggregate for landscaping and drainage projects, as ‘rip rap’ for shoreline stabilization, and to some limited amount in making new concrete blocks.

The largest concrete recycling facilities reported a slowdown in end markets mainly due to:
1. Reduced construction activities in this region.
2. Government regulations and specifications that restrict the use of recycled aggregates (RA) in road construction in favour of virgin aggregates.
3. The abundance and relatively low price of virgin aggregates in BC.

Recycling facilities’ operators suggested that more work is needed to include recycled concrete materials (e.g. concrete sand and recycled concrete aggregate) in making concrete products. Many applications for recycled aggregates have been successfully demonstrated in other parts of Canada, the US and Europe. Metro Vancouver will work to ensure Municipal and Provincial staff is aware of these uses to improve the viability and diversity of local recycled aggregate markets.

**Asphalt**

Three facilities in this region currently accept asphalt waste produced from road construction and repaving projects for recycling. Two of the facilities are also road construction contractors and are able to incorporate the used asphalt back into new asphalt paving mixtures. Generally the markets for recycled asphalt are stable as road construction activity is relatively constant.
Asphalt shingles
Asphalt shingle recycling is fairly new in the region and was started in 2010. A private company opened a facility on Annacis Island to recycle residential asphalt shingles from roof tear-off and manufacturer rejects. That company has been working closely with roofing companies to increase awareness about their service and educate them on proper separation and collection of shingles for recycling.

Currently recycled asphalt shingles can be ground up and used as a process-engineered fuel for industrial burners such as cement kilns, or added in limited quantities to hot asphalt paving mixtures for some municipalities. The fuel market is fairly volatile for the same reasons as those discussed for wood. Reuse of ground asphalt shingles in the hot-mix asphalt market is low because of inconsistent standards set by the individual municipalities. The local recycler is currently developing a process to break down the hot-mix asphalt into its base components of bitumen and aggregates. There is a high demand for these base components so perfecting this process would allow this processor to expand their capacity to recycle all waste asphalt shingles generated in the region.

Gypsum
Gypsum recycling is well established in the Metro Vancouver region, with removal and collection of gypsum on construction and demolition sites being the norm. Gypsum waste is either hauled directly to the local recycler or collected through public or private transfer stations. Recycled gypsum is used in the manufacturing of new wallboard, which can include more than 25% recycled content, and recovery of gypsum is high.

(d) Upcoming ISWRMP Initiatives
Under the ISWRMP, wood waste will be banned from disposal in all sectors by 2015. Implementation of the template model by-law by municipalities to encourage demolition recycling will also increase the amount of wood available for recycling. By 2015, an additional 150,000 tonnes of wood waste per year is expected to be available for recycling.

To facilitate the implementation of the above ISWRMP initiatives, wood waste processing and recycling capacity will need to be strengthened in the following manners:
- There is a need for additional collection facilities across the region. For example there is currently very limited wood waste collection available in the North Shore and the northern parts of Burnaby and Vancouver (limited collection of clean wood waste at the North Shore transfer station).
- Even for municipalities well serviced by wood waste processing and recycling facilities the forecast from a 2008 wood waste capacity study done by Metro Vancouver is that wood waste generation for many municipalities will exceed waste management capacity by 2015. There is also a need for DLC material recovery facilities that can handle commingled wastes especially wastes generated from demolition projects or construction and renovation projects with limited storage for recyclables on-site.

As well, Metro Vancouver and member municipalities can help by working with existing and new processors and recyclers to overcome some of the challenges and barriers such as:
- Lower tipping fees at DLC waste disposal facilities outside of the Metro Vancouver region.
- Limited availability and high prices of industrial land suitable for recycling and waste processing operations can make it economically difficult to process DLC materials which are relatively low in value.
- Many DLC facilities operate below than their maximum physical capacity, due to weak end use markets. Local, regional and provincial governments can substantially improve these markets through procurement practices that favour recycled materials.

3. ALTERNATIVES

None presented.

4. CONCLUSION

The Metro Vancouver region currently has sufficient physical capacity for processing and recycling DLC waste materials to meet market demands. However, in order to meet the goals in the ISWRMP for increased recycling of DLC materials (more than 150,000 tonnes of wood waste by 2015 and increasing onward), the market demand for those recycled materials, especially wood waste, will need to grow and processing and recycling capacity will need to be improved. There is no imminent shortage of DLC disposal capacity available to the Metro Vancouver region. New regulatory tools including a regional woodwaste ban that will be in place by 2015 and municipal by-laws modeled after the template demolition by-law will increase the amount of material available for recycling.
To: Zero Waste Committee  
From: Dennis Ranahan, Deputy Manager  
Solid Waste Department  
Date: November 2, 2012  

**Subject:** Transfer Station Capital Programs  

**Recommendation:**  
That the Zero Waste Committee receive for information the report dated, November 2, 2012, titled “Transfer Station Capital Programs”.

---

1. **PURPOSE**  
To update the Zero Waste Committee on Transfer Station Service initiatives underway as part of Integrated Solid Waste and Resource Management Plan (ISWRMP) Implementation. The report also provides an update on work to develop an Eco-centre strategy.

2. **CONTEXT**  
The long-range capital plan contains approximately $125 million in expenditures for transfer station capital projects which are primarily replacement or upgrading of existing facilities. Key decisions will be made in 2013 on location and service model for the Surrey Residential Drop-Off Facility, and the Coquitlam Transfer Station replacement. New and replacement facilities will be developed with input from various stakeholders.

**Transfer Station System Capital Budget Planning**

The following table includes estimated costs for future capital projects included in the long-range capital plan. The estimates are considered preliminary and will be refined as the projects are better defined. Details of the projects are provided below.

<table>
<thead>
<tr>
<th>Facility/Item</th>
<th>Timing</th>
<th>Capital Plan Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surrey Residential Drop-Off</td>
<td>2013-2015</td>
<td>$11,700,000</td>
</tr>
<tr>
<td>Material &amp; Food Waste Diversion Upgrades at Existing Transfer Stations</td>
<td>2013-2015</td>
<td>$5,500,000</td>
</tr>
<tr>
<td>Coquitlam Transfer Station Replacement</td>
<td>2013-2018</td>
<td>$57,000,000</td>
</tr>
<tr>
<td>North Shore Transfer Station Replacement</td>
<td>2015-2017</td>
<td>$49,550,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>$123,750,000</strong></td>
</tr>
</tbody>
</table>
a. Surrey Residential Drop-off Facility

In 2001, Metro Vancouver committed to work with the City of Surrey to establish a Residential Drop-Off (RDO) facility in Surrey, as part of the process for rezoning the site for the Surrey Transfer Station in Port Kells. Metro Vancouver’s commitment is to provide an RDO that manages garbage without enhanced recycling services.

In 2012, Metro Vancouver staff reviewed trip distances to existing Regional Facilities with residential drop-off capability throughout Metro Vancouver. The results, which showed that Surrey neighborhoods have the highest population of single family households living further than 30 minutes drive from an existing Metro Vancouver solid waste facility, coupled with the strong projected growth in population confirmed the demand for a new RDO facility in Surrey.

Staff is continuing to work with the City of Surrey to site and design a new RDO facility. Surrey staff have indicated that due to the concentration of illegal dumping in the Newton and City Centre areas, the highest priority for an RDO facility in Surrey should be in the Newton community. Hence, Surrey staff will assist Metro Vancouver in identifying an appropriate RDO site in Newton.

A Request for Proposal was recently released on the preliminary design and cost estimate for the RDO facility. The design of the RDO will focus on flexibility to potentially accommodate enhancements to increase waste diversion; as well as on providing incentive through increased convenience for dropping off recyclables and paid recyclables over waste. City of Surrey will be responsible for any costs for expanded recycling services at the RDO.

b. Material & Food Waste Diversion Upgrades at Existing Transfer Stations

Work will begin at existing Transfer Stations in 2013 to enhance recycling services and incorporate food waste diversion opportunities at those facilities. Items have been prioritized and will be added sequentially based on the ease of implementation and relative diversion achieved through the addition of materials. Upgrades are also being implemented that enhance customer service and reduce wait times.

c. Coquitlam Transfer Station

The land lease between the City of Coquitlam and Wastech for the Coquitlam Transfer Station (CTS) expired in March of 2011 and Wastech now occupies the CTS site in a “month to month” tenancy. Metro Vancouver staff is working with City of Coquitlam staff and Wastech to extend the use of the existing facility as long as possible, while looking to maximize recycling opportunities at the site.

Staff have identified a number of scenarios for providing continued service, if the current CTS is closed. A Northeast Sector workgroup comprising municipal representatives from the REAC Solid Waste Subcommittee was formed in September 2012 to discuss these scenarios and provide input in determining the preferred solution for continued service. Staff will also engage other stakeholders in the discussion such as representatives from the commercial waste hauling community through the Waste Management Association of B.C.

The scenarios identified to date include:

1) Redirecting existing CTS flow to other facilities.
2) Constructing a permanent RDO Facility to accommodate only that sector and redirecting other traffic (municipal and commercial).

3) Constructing a temporary, full service transfer station.

4) Constructing a permanent, full service transfer station.

A preliminary design and cost estimate will be obtained for the three possible replacement options to help with the process. Staff will report back in 2013 to the Zero Waste Committee with a recommended strategy on continued service for the Northeast Sector.

d. North Shore Transfer Station

North Shore Transfer Station (NSTS) is located in a busy industrial area with a range of different industrial, commercial and retail activities. In addition, the construction of the Second Narrows Water Tunnel Crossing is planned in the area commencing construction in 2015. With so many competing activities, proper planning and collaboration with neighboring regional, municipal and business operators become crucial. Metro Vancouver staff is working with stakeholders to develop a comprehensive Maplewood Staging Plan to serve as a foundation for future planning, decision-making, and sustainable development.

In particular, reconfiguration of the NSTS is being explored with the potential availability of land just north and adjacent to the transfer station. The NSTS often experiences high customer demand, requiring an off-site traffic queuing yard, which was added across the street from the transfer station, adjacent to the North Shore Recycling Drop Off Depot in 2010. There may be a need to relocate the traffic queuing yard due to the upcoming construction of the Water Tunnel Crossing. This presents an opportunity to consider an alternative design for the operation of the NSTS that may consolidate recycling activities and traffic queuing in one area to make it more convenient for the users and improve efficiency. Metro Vancouver staff will be seeking input from North Shore municipalities in obtaining a concept design and cost estimate for the reconfiguration.

Eco-Centres

The ISWRMP envisions a series of one-stop facilities that would enable residents and small businesses to drop off virtually all recyclable materials, including those covered by EPR programs, and small amounts of residual garbage. Consistent with the overriding principle of the ISWRMP of designing facilities that focus on recycling, eco-centres are intended to:

- increase diversion of waste from residential drop-off (RDO) loads, most of which are primarily composed of readily recyclable materials.
- provide more convenience for residents, by consolidating as many recycling opportunities in one location as possible.
- reduce small vehicle traffic at transfer stations.

To help develop an Eco-centre Strategy, Metro Vancouver has assembled a working group made up of municipal representatives from the REAC Solid Waste Subcommittee. One of the key issues that the working group is tasked to resolve is how to encourage municipalities to continue to operate and enhance existing and future Local Facilities (municipally or municipal Partner operated facilities) and in parallel provide opportunities for enhanced diversion at Regional Facilities (City of Vancouver and Metro Vancouver facilities). One option amongst others being considered is the potential to provide Regional funding to Local Facilities consistent with the savings to the Regional System through the operation of Local Facilities.
Integration of Local and Regional Facilities into the packaging and printed paper stewardship program is also critical.

That working group began meeting in September 2012 and the outcomes of that process along with engagement of other stakeholders will form the basis of a 2013 report to the Board.

3. ALTERNATIVES

None presented.

4. CONCLUSION

The long-range capital plan contains approximately $125 million in expenditures for transfer station capital projects which are primarily replacement or upgrading of existing facilities. These transfer station capital projects include the Surrey RDO; material & food waste diversion upgrades at existing transfer stations; Coquitlam Transfer Station replacement; and the replacement of the North Shore Transfer Station. Key decisions made in 2013 will help better define these projects. Furthermore, to help develop an Eco-centre Strategy, Metro Vancouver has assembled a working group made up of municipal representatives from the REAC Solid Waste Subcommittee. One of the key issues the working group is tasked to resolve is how to encourage municipalities to continue to operate and enhance existing and future Local Facilities and in parallel provide opportunities for enhanced diversion at Regional Facilities. The outcomes of this process along with engagement of other stakeholders will form the basis of a 2013 report to the Board.
Zero Waste Committee Meeting Date: November 15, 2012

To: Zero Waste Committee

From: David Hocking, Corporate Communications Division Manager
       Corporate Relations Department

Date: October 26, 2012


---

**Recommendation:**


---

1. **PURPOSE**

To inform the Committee of two upcoming waste reduction campaigns utilizing advertising and social media that will launch in November 2012 in support of the Zero Waste Challenge.

2. **CONTEXT**

Metro Vancouver undertakes communications campaigns to support the Zero Waste Challenge, and the waste reduction and diversion targets established in the Integrated Solid Waste and Resource Management Plan.

The Zero Waste Challenge communications and outreach update was presented at the June 14, 2012 meeting of the Zero Waste Committee. It outlined two streams of activity: broad advertising and social media campaigns, and intensive work with key target audiences.

This report focuses on the first item, broad advertising and social media campaigns. The purpose of broad campaigns is threefold:

- **To create awareness.** Garbage is not top-of-mind. Citizens, whether homemakers or members of businesses and institutions, are all busy and may be unaware of new waste management initiatives, such as organics recycling.
- **To provide information.** Once aware of the need for change, many are unaware of what can be done or how to participate. Information campaigns answer the "how to" question, such as avoiding contamination when recycling organics.
- **To create energy around a new social norm.** Behaviour change science shows that the most powerful driver of new behaviours is the sense that others are doing it.
Two related but separate advertising and social media campaigns are being launched in the fourth quarter:

- A TV ad and computer game on how to recycle organic materials, in support of municipal efforts to expand the collection of organics and avoid contamination.
- A broad advertising and social media campaign urging waste reduction through the Christmas season.

**Organics: Don’t annoy your yard bin**

Metro Vancouver has carried out limited food waste reduction and food scraps recycling outreach and advertising over the past several years. As more municipalities are now accepting food scraps in their waste streams, Metro Vancouver is working with Member Municipalities to provide a coordinated and broad advertising campaign that addresses challenges with food collection programs.

After communicating with various municipalities on their food collection challenges, two objectives emerged: to increase awareness among single-family residents that food scraps can be added to the yard bin; and, to encourage behaviour that reduces contamination of food and yard waste due to use of plastic or biodegradable bags.

We are addressing this region-wide challenge through the use of television. Statistics show that television is still the main medium through which people 25 and older (our target audience) get their information. A thirty second commercial will air on local television channels over a two week period from approximately November 1 to 15th. The commercial uses humour to reinforce which items can go in the yard bin, and which cannot.

Additional campaign elements will include earned media, social media and an online electronic game on the Metro Vancouver webpage. The webpage will also include links to all municipal food collection programs and Member Municipalities will be encouraged to incorporate key elements of the campaign, such as the commercial video on their websites.

The campaign will engage municipalities including sharing all campaign materials.

**Christmas campaign 2012; Create memories, not garbage**

This will be the fifth year that Metro Vancouver has carried out waste reduction campaigns over the Christmas season. Post-campaign opinion surveys have found that among the general public, awareness of the campaign has grown over the last three years, so that in January 2012, over 47% of residents recalled the 2011 campaign. Over half of those who saw the ads stated the advertisements made them think about the types of gifts they could give that would reduce waste, and a third said they had an influence on the types of gifts that they bought.

The message of Metro Vancouver’s Christmas campaigns has always had a focus on the memories that can be created by spending time with family and friends, and by purchasing quality gifts that will last: “Create memories, not garbage”. The objective of the campaign is to show that traditions can be upheld and quality of life maintained or enhanced, while making changes that reduce the garbage we generate while protecting the environment.

Due to the popularity of the 2011 campaign, we are building on that success by updating creative elements and running it again this Christmas season. The 2012 campaign will continue showing real people modeling the desired behaviour – they are giving gifts of time, experiences or long-lasting gifts. The models in the advertisements will once again be labeled as ‘green angels’ as they are creating less waste with their gift choices. This campaign tagline was widely deemed effective in 2011, especially among women and
younger residents. Women are an important target audience because they are typically the family “manager” of Christmas purchases, but also because they are more likely to be engaged more broadly in other waste reduction and recycling behaviours.

The two most popular characters from 2011, the bungee jumper and the opera biker, will be reused this year. New characters and concepts include a babysitting brother, young singer, art lessons, birdhouse giver, and family baking (attachment 1). The gifts in this campaign range from experiences and memories, to tangible, purchasable items. We ensured there were gift suggestions for all budgets and endeavored to make it clear that this is not an anti-shopping campaign. For example, the babysitting brother is sending his sister shopping for shoes while he spends time with his niece in her new gifted baby jumper.

Campaign elements will include earned media, opportunities for interviews with directors, a social media and web initiative with elements such as e-cards, public events, and paid advertising. The advertising plan is based on the best performing media from 2010 and 2011, and will include transit, local print, television and targeted online ads.

In addition, the campaign will once again include The Flame: Holiday Season Edition, a storytelling series that features real people, sharing their personal true stories of Christmas memories before a live audience. The Christmas special to be broadcast on Shaw TV, Channel 4 during the month of December.

As with previous years, all campaign materials will be shared with Member Municipalities and other districts. Already for 2012, the Capital Regional District and Central Okanagan Regional District have asked to join the campaign by using Metro Vancouver’s creative artwork for their regions. The full campaign will also be offered to municipalities and regions across Canada at the first meeting of the National Zero Waste Council in early November.

3. FINANCIAL CONSIDERATIONS

Communications campaigns to support the Zero Waste Challenge, and the waste reduction and diversion targets established in the Integrated Solid Waste and Resource Management Plan are a key component of the 2012 budget approved by the Board. Both the organics and Christmas campaigns are reflected in the 2012 Corporate Communications program.

4. ALTERNATIVES

None presented.

5. CONCLUSION

Two advertising and social media campaigns are being launched in the fourth quarter in support of the Zero Waste Challenge.

A television-focused campaign will run during the first two weeks of November with the objective of building awareness of the ability of residents to place their food scraps in their yard waste bin, and to avoid contamination from items such as plastic bags.

A waste reduction Christmas advertising and social media campaign will run on television, transit, local newspapers and online. The campaign will build on the successful approach used in 2011, with additional characters, but the same look and feel.
Both campaigns support the waste reduction objectives of Metro Vancouver and Member Municipalities. All materials will be shared with municipalities.

ATTACHMENT
1. Sample Christmas campaign ads
This Christmas, John’s treating Barb to a night at the opera.

CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too.
Find out how at www.metrovancouver.org
CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too.
Find out how at www.metrovancouver.org
This Christmas, Greg’s giving Robin a detached two bedroom home – mortgage free.

CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too.
Find out how at www.metrovancouver.org
This season, Ed drew on his thoughtful side to get Meg art lessons.

CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too. Find out how at www.metrovancouver.org
This year, Barb’s giving Zoe singing lessons. Christmas can’t come soon enough.

CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too. Find out how at www.metrovancouver.org
Lena’s not saying what she’s giving her dad this Christmas, but it involves a bridge and a long springy cord.

CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too.
Find out how at www.metrovancouver.org
This season, the Gills have all the ingredients for the perfect family gift.

CREATE MEMORIES, NOT GARBAGE.
You can be a #GreenAngel too.
Find out how at www.metrovancouver.org
To: Zero Waste Committee

From: Marie Griggs, Public Involvement Division Manager
Engineering and Construction Department

Date: October 19, 2012

Subject: Waste Flow Management: Engagement and Consultation Program Update

Recommendation:

That the Board receive for information the report dated, October 19, 2012 titled “Waste Flow Management: Engagement and Consultation Program Update”.

1. PURPOSE

This report provides an update on the upcoming engagement and consultation program for waste flow management for Metro Vancouver and identifies specific activities for the process.

2. CONTEXT

On September 21, 2012, the Board considered the report titled “Waste Flow Management Update” and directed staff to initiate consultation on the waste flow management options and the staff preferred approach presented in the report.

The preferred approach would require that all multi-family and commercial waste generated within Metro Vancouver, with some exceptions listed in Attachment 1, be delivered to Regional Facilities (that is Metro Vancouver and City of Vancouver facilities); in addition, haulers would be required to be licensed if they collect more than a threshold amount of waste that remains to be determined. Staff have concluded that controlling what goes into the garbage through bans and prohibitions along with a managed tipping fee is key to the success of the Integrated Solid Waste and Resource Management Plan (ISWRMP). Owning the disposal assets and requiring all multi-family and commercial waste generated within Metro Vancouver to be delivered to those facilities provides maximum control.

The preferred approach ensures a level playing field for haulers, maximizes economies of scale, and ensures minimal disruption because almost all commercial and multi-family waste is already being delivered to Regional Facilities. Owning disposal facilities is much more important than owning other elements of the solid waste system such as recycling infrastructure because controlling what is disposed determines what is recycled and otherwise diverted.

The objectives of the engagement and consultation program are to provide potentially impacted stakeholders with:
• information on waste flow issues facing Metro Vancouver, and waste flow management options
• information on how a preferred approach was identified
• opportunities for input regarding the preferred waste flow management approach and the other potential options.

Metro Vancouver is hosting two waste flow management workshops December 5 and 6, respectively:

i. **Government Staff Workshop**

Metro Vancouver will be issuing invitations to the following groups:

- Member municipal staff (members of Metro Vancouver regional advisory committees)
- Staff of First Nations and tribal councils/associations whose traditional territories lie within or overlap, or have an interest in, Metro Vancouver, Fraser Valley Regional District (FVRD) and Squamish-Lillooet Regional District (SLRD)
- Staff of adjacent regional districts, including FVRD and SLRD
- Government agency staff (ie. Ministry of Environment).

ii. **Industry Workshop**

Metro Vancouver will be issuing invitations to the following groups:

- Industry representatives, including haulers, Waste Management Association of BC (and individual members), licensees under Bylaw 181, non-profit groups, product stewards, potential licensees under Bylaw 272 (the amending by-law to By-law 181), building owners and managers, Urban Development Institute, Greater Vancouver Home Builders’ Association and any other industry representatives that express interest.

Discussions at both workshops will focus on the following topics:

- Core requirements of the preferred approach
- Hauler licensing parameters (thresholds, cost, incentives, future opportunities)
- Enforcement / compliance
- Mechanisms to ensure excellent service and cost effectiveness at Regional Facilities
- Exemptions
- Other options for waste flow management.

Although many of the discussion topics align with the preferred approach, the topics are equally applicable to other waste flow management options in the event another option is ultimately selected.

A draft backgrounder that will be sent out to potential participants is included as Attachment 1. Workshop summaries will be posted on the Metro Vancouver website. Stakeholders may provide input via the two workshops as well as an online feedback form.
The engagement and consultation process has been divided into two periods. The first period will consider all input as described above, and the second period will request feedback on the recommended approach prior to reporting to the Committee and Board.

An initial comment period will be established from November 16, following the Zero Waste Committee’s receipt of this report, through to December 31, 2012. Staff will consider the input received in the development of the recommended waste flow management approach.

All potentially impacted stakeholders will then be notified and will have an additional opportunity to comment, from approximately January 15 to February 15, 2013, on the draft recommended approach that has been prepared. Engagement and consultation results along with a final recommended approach and draft by-law will be presented to the Committee and Board in early 2013. The Province will need to approve the bylaw prior to implementation.

Following Board approval of the final approach and any required by-law provisions, Metro Vancouver will work closely with municipalities, regional processors and haulers, and building owners and managers to put the approach into effect throughout the region.

3. ALTERNATIVES

None presented.

4. CONCLUSION

On September 21, 2012, the Board directed staff to initiate consultation on waste flow management options for Metro Vancouver, including staff’s preferred approach.

The engagement and consultation program will provide meaningful opportunities for potentially impacted stakeholders to provide input on the development of a recommended approach for waste flow management in Metro Vancouver.

Staff will engage and consult with potentially impacted stakeholders in November and December 2012, and again at the beginning of 2013, then report back to the Board in early 2013.

ATTACHMENT:
Metro Vancouver Waste Flow Management Backgrounder (6674004)
Metro Vancouver Waste Flow Management Backgrounder

Under the British Columbia Environmental Management Act, Metro Vancouver is delegated the authority to manage municipal solid waste (MSW) and recyclable material. On July 22, 2011, the Minister of Environment approved Metro Vancouver’s Integrated Solid Waste and Resource Management Plan (ISWRMP). As part of the ISWRMP, Metro Vancouver has set a target of 70% diversion from disposal by 2015 and 80% by 2020.

Multi-family and commercial (IC&I) waste makes up about 60% of the waste processed at Regional Facilities (Metro Vancouver and City of Vancouver facilities). Commencing in 2011, some commercial haulers started bypassing Regional Facilities and delivering multi-family and IC&I waste to facilities outside of Metro Vancouver. By-passing the Regional Facilities allows the commercial haulers to:

- Avoid disposal bans and prohibitions in effect at Regional Facilities, which are designed to encourage diversion and recycling,
- Avoid paying their fair share of the costs to maintain a reliable regional waste management system designed and available for everyone in the long term, and
- Create an uneven playing field compared to haulers using Regional Facilities.

If action is not taken to manage the IC&I and multi-family waste stream, there is a potential that all of this waste could leave the Regional System. As a result it is likely that the Metro Vancouver region will not be able to achieve the diversion targets set out in the ISWRMP. Control over tipping fees, disposal bans and material prohibitions are critical to reduce waste and ensure recyclable materials are diverted from disposal.

Development of the Preferred Approach
Metro Vancouver staff has identified a range of Waste Flow Management options. These options were shortlisted from a larger selection currently implemented by jurisdictions throughout North America. The preferred approach was developed through legal and operational review of all options.

The preferred approach would require that all IC&I and multi-family waste collected within the Metro Vancouver region be delivered to Regional Facilities, with the following exceptions:

- loads that can be legally received at private facilities licensed by Metro Vancouver, including construction, demolition, and renovation loads. These are outlined in the Solid Waste Regulatory Bylaw no. 181, as amended, http://www.metrovancouver.org/boards/bylaws/Bylaws/GVSDD_Bylaw_181.pdf http://www.metrovancouver.org/boards/bylaws/Amending%20Bylaws/GVSDD_Bylaw_183.pdf
- loads exclusively containing specific recyclable source-separated materials (such as expired yogurt containers), and
- other exemptions to be identified during the stakeholder engagement and consultation process.
Hauler licensing constitutes the second component of the preferred approach. Haulers collecting more than a threshold amount of multi-family and ICI waste annually would be required to register or apply for a license from Metro Vancouver and demonstrate that all eligible ICI and multi-family waste that they collect within the Metro Vancouver region was delivered to Regional Facilities. Licensing costs could potentially be offset through reduced tipping fees for licensed haulers or other incentives identified during stakeholder engagement and consultation. The threshold for licensing would be set at a level to maximize the benefit of a licensing program while minimizing the administrative burden for both Metro Vancouver and waste haulers.

**Stakeholder Engagement and Consultation**

Metro Vancouver staff has designed a stakeholder engagement and consultation program to support the development of a waste flow management approach to recommend to its Board. The objectives of the program are to provide audiences with:

- information on waste flow issues facing Metro Vancouver and waste flow management options
- information on how a preferred approach was identified
- opportunities for input regarding the preferred approach and other potential options

Metro Vancouver will host two Waste Flow Management workshops: one for staff of member municipalities, government agencies and First Nations, and one for industry representatives, including waste haulers, processors, property owners and managers, and developers. Discussions will focus on the following topics:

- Core requirements of preferred approach
- Hauler licensing parameters (thresholds, cost, incentives, and future opportunities)
- Enforcement / Compliance
- Mechanisms to ensure excellent service and cost effectiveness at Regional Facilities
- Exemptions
- Other options for waste flow management.

Workshop summaries will be posted on the Metro Vancouver website. Stakeholders may also provide input via an online feedback form.

The engagement and consultation process has been divided into two periods. An initial comment period will be established from November 16 through to December 31, 2012. Staff will consider the input described above as part of the development of the recommended waste flow management approach. All potentially impacted stakeholders will then be notified and will have an additional opportunity to comment, from approximately January 15 to February 15, 2013, on the draft recommended approach that will have been prepared based on the initial consultation and engagement process.

Engagement and consultation results along with a final recommended approach and draft by-law will be presented to the Committee and Board in early 2013. Following Board approval of the final approach and by-law, Metro Vancouver will work closely with municipalities, regional processors and haulers, and building owners and managers to put the approach into effect throughout the region. Any new by-law provisions would require approval by the Province of British Columbia.
To: Zero Waste Committee

From: Paul Henderson, Manager
Solid Waste Department
Marie Griggs, Public Involvement Division Manager
Engineering and Construction Department

Date: November 6, 2012

Subject: New Waste-to-Energy Capacity - Fraser Valley Regional District Consultation

Recommendation:

That a special meeting of the Zero Waste Committee be held in early December 2012, and that the Chair and Vice Chair of the Fraser Valley Regional District (FVRD) be invited to enable them to provide input on Metro Vancouver’s proposed engagement and consultation program for new waste-to-energy capacity development.

1. PURPOSE

The purpose of this report is to recommend that a special meeting of the Zero Waste Committee be held in early December 2012 to invite the Chair and Vice Chair of the Fraser Valley Regional District (FVRD) to provide input on Metro Vancouver’s proposed engagement and consultation program for new waste-to-energy (WTE) development. The report also responds to concerns raised in an October 11, 2012 memo from FVRD staff to their Board on Metro Vancouver’s proposed consultation and engagement program.

2. CONTEXT

On October 26, 2012, the Metro Vancouver Board approved a proposed engagement and consultation program for the development of new WTE capacity. The program identifies audiences, and consultation phases corresponding to the overall procurement process, and identifies specific actions during the initial phases of the procurement process.

Included in the report is a proposed engagement and consultation program specifically for FVRD audiences. The proposed program was developed after a series of meetings with FVRD staff and provided to the FVRD as a proposed approach. The expectation was that the final program would be determined collaboratively with FVRD staff.

The October 26, 2012 report also included a recommendation that the Board Chair write to the Minister of Environment asking the Minister to confirm that the approval of a procurement process for new WTE capacity triggers the requirement to consult with FVRD as described in the Minister’s July 22, 2011 letter approving the Integrated Solid Waste and Resource Management Plan (ISWRMP). The letter to the Minister is included as Attachment 1.

FVRD staff wrote a memo dated October 11, 2012 for their Board’s October 23, 2012, meeting. Key to the report was a recommendation that the FVRD Board Chair write to the Minister of Environment opposing Metro Vancouver’s request for confirmation that the Metro Vancouver Board’s approval of the procurement process triggers the requirement to consult with the FVRD.
A copy of the FVRD Board report and their letter to the Minister of the Environment are included as Attachments 2 and 3, respectively.

At the October 26 meeting of the Metro Vancouver Board, a resolution was approved to invite the Chair and the Vice Chair of the FVRD Board to an upcoming meeting of the Zero Waste Committee to enable the FVRD to provide input on Metro Vancouver’s proposed engagement and consultation program.

2.1 October 11, 2012 FVRD Board Memo

The FVRD Board memo includes positions on a number of issues. Metro Vancouver staff’s interpretation of the key issues raised, and initial responses are summarized below:

1. Metro Vancouver should be consulting with FVRD on whether new WTE capacity should be developed.

   Metro Vancouver’s position is that the ISWRMP has been approved by both the Metro Vancouver Board and the Minister of the Environment, and that one of the elements of Goal 3 of the ISWRMP is to develop new WTE capacity. Consultation on whether new WTE capacity will be used to manage Metro Vancouver’s residual waste was completed as part of the development of the ISWRMP. Metro Vancouver is committed to managing post-recycling residual garbage using WTE rather than disposing of that material to landfill.

2. Metro Vancouver has not adequately addressed FVRD’s questions and concerns in the Technical Team Meetings.

   Metro Vancouver and FVRD staff participated in eight Technical Team Meetings from spring to fall of 2012. As a component of the Technical Team Meeting process, each request for information/action was documented in an action tracker with the action tracker reviewed by both parties as part of detailed meeting summaries. In total, over 40 unique actions were identified and tracked. Of the actions identified, approximately one quarter remained open at the completion of the 8th Technical Team meeting. Metro Vancouver will address those and any new items in future meetings that will be held, once Metro Vancouver and FVRD agree on how to proceed with development of an engagement and consultation program.

3. Metro Vancouver staff have developed a proposed FVRD consultation process, and is proceeding with establishing the FVRD consultation, and the working group, without sufficient input from FVRD staff.

   The FVRD process described in the October 26, 2012 Board report titled New Waste-to-Energy: Proposed Engagement and Consultation Program is a proposed program that staff has provided to the FVRD as an initial approach for discussion. As indicated in the report, staff’s goal is to work with FVRD staff to finalize the program to meet the needs of the community and our respective regional districts.

4. Meaningful consultation cannot occur in advance of technology, location and capacity being selected.

   Metro Vancouver staff have confirmed with their technical consultants that a highest possible impact scenario for in-region WTE can be developed, and that in consultation with the FVRD, appropriate emission standards, monitoring
requirements, mitigation measures and other reasonable items could be determined based on that scenario.

5. Metro Vancouver staff have lumped FVRD in with other adjacent regional districts without recognizing the significance of consultation with FVRD.

Metro Vancouver staff agree that consultation with the FVRD is key to successful development of new WTE capacity. For that reason, Metro Vancouver staff have and will continue to invest significant resources to work with FVRD staff to develop and implement a recommended engagement and consultation program.

6. There is no need to constitute the working group until a decision is made on in-region WTE capacity.

If the FVRD does not participate in the consultation process now, Metro Vancouver staff and their consultants will need to develop recommended emissions standards, monitoring requirements and mitigation measures without input from the FVRD. Under this scenario, Metro Vancouver staff conclusions would be integrated into the procurement evaluation process, and used to compare in and out-of-region solutions without input from the FVRD.

Metro Vancouver and FVRD have different views related to the proposed engagement and consultation process. As indicated above, the Metro Vancouver Board has directed staff to invite the FVRD Board Chair and Vice Chair to an upcoming meeting of the Zero Waste Committee to receive their direct input on Metro Vancouver’s proposed process.

To ensure that FVRD input can be received in a timely fashion, staff recommend that a special meeting of the Zero Waste Committee be held in early December to provide an opportunity to hear FVRD feedback.

### 3. ALTERNATIVES

a) That a special meeting of the Zero Waste Committee be held in early December 2012, and that the Chair and Vice Chair of the Fraser Valley Regional District (FVRD) be invited to enable them to provide input on Metro Vancouver’s proposed engagement and consultation program for new waste-to-energy capacity development.

b) That the FVRD Board Chair and Vice Chair be invited to the next regularly scheduled Zero Waste Committee meeting, expected in February 2013.

Staff recommend alternative (a) to ensure the opportunity for timely FVRD input on the proposed engagement and consultation program.

### 4. CONCLUSION

On October 26, 2012, the Metro Vancouver Board approved a proposed engagement and consultation program for new WTE capacity. The program includes a proposed approach for consultation with FVRD that staff intend to finalize with FVRD staff. As part of the engagement and consultation report to the October 26 meeting of the Metro Vancouver Board, staff recommended writing to the Minister of Environment to confirm that the requirement to consult with FVRD was triggered with the approval of a recommended procurement process for new WTE capacity. The procurement process was also approved at the October 26 Metro Vancouver Board meeting.
An October 11, 2012 FVRD Board report recommends that the FVRD oppose Metro Vancouver’s request of the Minister of Environment and identified a number of issues related to the proposed engagement and consultation program. In response to those issues, the Metro Vancouver Board approved inviting the FVRD Chair and Vice Chair to an upcoming meeting of the Zero Waste Committee to enable FVRD to provide input on the proposed Metro Vancouver process. To allow an opportunity for timely input from the FVRD Board Chair and Vice Chair, staff recommend a special meeting of the Zero Waste Committee be held in early December 2012.

ATTACHMENTS:

1) Letter to the Minister of Environment from Metro Vancouver Board Chair Moore, dated November 6, 2012 regarding FVRD consultation timing

2) FVRD Board Memo dated October 11, 2012, regarding Metro Vancouver’s proposed engagement and consultation program

3) Letter to the Minister of Environment from FVRD Board Chair Gaetz dated October 30, 2012 regarding Metro Vancouver’s proposed engagement and consultation program
The Honourable Terry Lake
Minister of Environment
PO Box 9047 STN PROV GOVT
Victoria, BC V8W 9E2

Dear Minister Lake:

Re: New Waste-To-Energy Capacity: Fraser Valley Regional District Consultation Timeline

The purpose of this letter is to seek confirmation that the timeline for consultation with the Fraser Valley Regional District (FVRD) referenced in your July 22, 2011 letter approving the Metro Vancouver Integrated Solid Waste and Resource Management Plan (ISWRMP) commences with the Metro Vancouver Board’s approval of a procurement process for new waste-to-energy (WTE) capacity on October 26, 2012.

Your letter requires that, if Metro Vancouver pursues establishing additional in-region WTE capacity, Metro Vancouver will consult with FVRD to address air quality concerns related to new WTE capacity. The letter specifically identifies the following areas for consultation: emission standards, environmental monitoring, mitigation measures and any other related issue agreed to by the parties. The letter also states that if the parties are unable to reach agreement on these issues within the timeframe outlined in the letter (one year after initiation of consultation), their respective positions are to be put to an arbitrator who will render a recommendation to the Director.

Metro Vancouver staff submitted a report to the Board on October 26, 2012 outlining a proposed procurement process for developing new WTE capacity. To ensure a fair and transparent process, the decision on whether to develop new WTE capacity in or out-of-region will be made through a competitive process. This approach aligns with the requirement in your letter that the competitive process for developing new WTE capacity “considers the full range of possible options both in and out of region in an equal and fair manner”.

The October 26 Board report allows for qualification of proponents that can only demonstrate 25,000 tonnes per year municipal solid waste processing capacity to maximize the potential for a distributed WTE system. This requirement will also maximize the opportunity for proponents with small scale experience to compete to provide new WTE capacity.

Metro Vancouver’s procurement process is a multi-stage approach that will allow comparison of full project proposals based on both technology and site from an economic, environmental and social basis. The process will begin with a technology only request for qualifications (RFQ) expected to be issued in November 2012. The multi-stage competitive approach that Metro Vancouver will be undertaking dictates that a decision to site new WTE capacity in or out of region will likely not be made until early 2015 when the project proponent(s) is/are selected.

To be able to compare project proposals on an economic, environmental and social basis, Metro Vancouver will need to be able to quantify the costs of the items identified for consultation with the FVRD (emission standards, monitoring requirements, mitigation measures and other related issues). The potential cost of these items may have significant bearing on the evaluation of
alternative proposals. Metro Vancouver needs to be able to quantify these items by the time it issues the final request for proposals (RFP) for new WTE capacity, expected in early 2014. Although neither location(s) or technology or technologies are currently known for new WTE capacity, Metro Vancouver's consultants have confirmed that they are able to model a highest possible impact scenario from a WTE facility perspective (location(s), technology or technologies and waste volume) and use that, in consultation with the FVRD, to develop recommended emission standards, monitoring program, mitigation measures, etc.

The initial one-year timeframe outlined in your letter addresses consultation with the FVRD on specific issues. As outlined in Metro Vancouver's proposed engagement and consultation program, further consultation with FVRD and other audiences will occur throughout the entire new WTE capacity development process. Consultation will continue through finalizing the site(s), to construction and commissioning of a facility or facilities.

To ensure meaningful consultation with the FVRD on the items identified in your letter is initiated and carried out in a timely manner, we are seeking confirmation that the Board’s approval on October 26, 2012 of the procurement process for new WTE capacity triggers the requirement to initiate consultation with the FVRD. Otherwise, Metro Vancouver will be required to proceed to develop recommended emission standards, monitoring requirements and mitigation measures without formal input from the FVRD to evaluate proponent submissions.

Metro Vancouver wishes to work jointly with the FVRD to refine the proposed engagement and consultation process that we have provided to the Board on October 26, 2012 and define the role, composition and authority of the consultation working group. We have also committed to FVRD to fund any resources that they require to participate in the process as we seek to address air quality and other concerns related to new WTE capacity.

For your information, I have attached a timeline showing the overall procurement process incorporating consultation with FVRD on the items identified in your letter and two relevant reports approved by the Board on October 26, 2012.

Thank you in advance for your clarification of the consultation timeline. Please contact me if you require additional information.

Yours truly,

Greg Moore, Chair
Metro Vancouver Board

GM/PH/ah

Attachments:
- Procurement Process Schedule Incorporating Consultation with FVRD

cc: Sharon Gaetz, Chair, FVRD
   George Murray, CAO, FVRD
   Jennifer McGure, Executive Director, Regional Operations Branch, Ministry of Environment
   Jim Standen, Assistant Deputy Minister, Environmental Protection Division, Ministry of Environment
Procurement Process Incorporating Consultation with FVRD

Overall Project Schedule

- Potential Site Identification Process
- RFQ 1: Technology
- RFQ 2: Technology and Sites
- REP: Short-listed Proponents and Sites
- Regulatory and Environmental Consultation and Engagement
- Detailed Design/Construction
- Final Recommendations required prior to RFP

Other reasonable items
- Mitigation measures
- Monitoring requirements
- Emission standards

Metro Vancouver Consultation Timeline

- General Consultation on all aspects of the Project
- Specific Consultation as per MoE requirements
- Final recommendations

FVRD/Metro Vancouver Consultation Timeline

- Start of Construction
- Detailed Design/Construction
- Regulatory and Environmental
- RFP: Short-listed Proponents and Sites
- RFP 2: Technology and Sites
- Potential Site Identification Process
- Detailed Design/Construction
To: Board of Directors

From: Zero Waste Committee

Date: October 15, 2012

Subject: New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program

Zero Waste Committee Recommendation:

1. That the Board approve the proposed engagement and consultation program for new waste-to-energy capacity, as described in the report titled "New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program" dated October 2, 2012.

2. That the Board Chair write the Minister of Environment asking for confirmation that Board approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD, and send a copy of the correspondence to the FVRD.

At its October 11, 2012 meeting, the Zero Waste Committee considered the attached report titled "New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program", dated October 2, 2012. The Committee subsequently amended the recommendation as presented above in underline style.

Attachment:
To: Zero Waste Committee
From: Marie Griggs, Public Involvement Division Manager
       Engineering and Construction Department
Date: October 2, 2012
Subject: New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program

Recommendation:

1. That the Board approve the proposed engagement and consultation program for new waste-to-energy capacity, as described in the report titled "New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program" dated October 2, 2012.

2. That the Board Chair write the Minister of Environment asking for confirmation that Board approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD.

1. PURPOSE

This report summarizes the proposed overall engagement and consultation program for the development of new waste-to-energy capacity for Metro Vancouver and identifies specific activities for the early phases of the process.

2. CONTEXT

On July 30, 2010, the GVS&DD Board adopted the Integrated Solid Waste and Resource Management Plan (ISWRMP). In addition to waste reduction, reuse and recycling initiatives to increase the diversion of waste from disposal, the ISWRMP included a strategy to develop new waste-to-energy (WTE) capacity to help manage the region’s remaining municipal solid waste.

In a July 22, 2011 letter to the Board chair, the B.C. Minister of Environment approved the ISWRMP, attaching conditions on the approval, including requirements that Metro Vancouver consider all WTE technology options and both in and out-of-region WTE solutions. The Minister requested Metro Vancouver to develop a consultation plan on the options and to establish a working group with the Fraser Valley Regional District (FVRD) to address air quality concerns if Metro Vancouver selects an in-region option(s).

On March 2, 2012, the Board directed staff to recommend a new WTE capacity procurement process, a broad consultation and communications strategy, and a process by which Metro Vancouver would consult with the FVRD. The Board further directed staff to liaise with the FVRD to provide a venue for staff of the two regional districts to share information on waste-to-energy (WTE) and air emissions in the Lower Fraser Valley airshed. Since then, staff has
met with FVRD senior staff eight times to share technical information and to gain a better understanding of their interests. A summary of meeting topics can be found in Attachment 1.

On March 28, 2012, the Zero Waste Committee (ZWC) received the report titled “Communications Plan for Waste-to-Energy Procurement Process”, which includes strategies and actions that will provide additional support for the engagement and consultation program.

This report outlines the objectives, audiences and mechanisms for the overall engagement and consultation program and the specific activities proposed for Phase 1 and the introduction of Phase 2 (described in Section 2.3).

In addition to responding to the Minister’s conditions on the ISWRMP approval, the new WTE capacity engagement and consultation program is aligned with the Ministry of Environment’s guidelines addressing regional solid waste management plan development, implementation and monitoring. The program also reflects Metro Vancouver’s commitment in the Sustainability Framework to build and facilitate collaborative processes and engage citizens affected by major projects and initiatives. The program builds on relationships established during the development of the ISWRMP.

2.1 Objectives

The following are the objectives for the new WTE capacity engagement and consultation program:

- Inform all audiences about the new WTE capacity development process at key milestones
- Notify all audiences of the opportunities to comment on the new WTE capacity development process
- Provide a variety of methods for audiences to submit comments
- Meet all applicable engagement and consultation guidelines including the related conditions of the Minister of Environment’s ISWRMP approval
- Document and summarize all input for consideration by Metro Vancouver and regulatory agencies, as applicable
- Provide summaries of activities, input, and Metro Vancouver responses to input in consultation reports.

2.2 Audiences

The engagement and consultation program for the new WTE capacity development process is structured to encourage the following target audiences to participate and provide input:

- Metro Vancouver public (residents, businesses, non-governmental organizations, industry)
- Metro Vancouver members (mayors and councils, staff)
- Adjacent regional districts – as per Ministry of Environment guidelines on preparation and implementation of solid waste management plans (FVRD and Squamish-Lillooet Regional District – SLRD): boards, members (mayors and councils, staff), and public (residents, businesses, non-governmental organizations, industry)
- All First Nations and tribal councils/associations whose traditional territory lies within BC
- Potential out-of-region communities (mayors and council, staff and public) where a proponent or site owner proposes to develop new WTE capacity for MV
- Federal, provincial and regional government agencies and ministries.
2.3 Phased Approach to Consultation

A phased iterative approach to engagement and consultation is proposed, allowing for the appropriate level of notification and involvement for specific audiences as the development process proceeds. The new WTE capacity engagement and consultation program is linked to the milestones identified in the project schedule attached to the report titled “New Waste-to-Energy Procurement Process” also on this meeting’s agenda. The development process encompasses Phases 1-8 below and includes the procurement process (Phases 1-4).

**Phase 1:** RFQ1: Technology (Oct. 2012 – Feb. 2013)
- Public request for qualifications (RFQ) process to evaluate proponents’ proven experience with WTE

**Phase 2:** Potential Site Identification Process (Feb. – Sept. 2013)
- Process to allow site owners to identify potential project sites and identify any sites secured by shortlisted RFQ1 proponents

**Phase 3:** RFQ2: Technology and Sites (Sept. 2013 – May 2014)
- Second-stage RFQ process to evaluate each proponent’s technology and site

**Phase 4:** RFP: Short-listed Proponents and Sites (May 2014 – Q1 2015)
- Iterative process to identify successful proponent

**Phase 5:** Regulatory and Environmental Assessment Processes (Apr. 2014 – Q3 2016)

**Phase 6:** Detailed Design/Construction (Q2 2015 – 2018)

**Phase 7:** Commissioning and Operation (2018)

**Phase 8:** Monitoring (2018 and ongoing)

This report proposes specific engagement and consultation activities for Phase 1 and the introduction of Phase 2. Specific activities for Phases 2-8 will be developed by staff and presented to the ZWC and Board for approval.

2.3.1 Timing of Consultation with Fraser Valley Regional District

The Minister of Environment’s July 22, 2011, letter approving the ISWRMP requires that, if Metro Vancouver pursues in-region WTE capacity, Metro Vancouver consult with FVRD to address air quality concerns related to new WTE capacity. The letter specifically identifies the following areas for consultation: emission standards, environmental monitoring, mitigation measures and any other related issue agreed to by the parties. If the parties are unable to reach agreement on these issues within one year of making a decision to site a WTE facility in-region, their respective positions are to be put to an arbitrator who will render a recommendation to the Ministry of Environment.

To ensure a fair and transparent procurement process, the decision on whether to develop new WTE capacity in or out-of-region will be made through a competitive process. This approach aligns with the requirement of the Minister’s July 22, 2011 letter that the competitive process for developing new WTE capacity “considers the full range of possible options both in and out of region in an equal and fair manner”.

As outlined in the companion report titled “New Waste-to-Energy Procurement Process”, Metro Vancouver’s proposed procurement process is a multi-stage approach that will allow comparison of project proposals based on both technology and site from an economic, environmental and social basis. The process will begin with a technology only request for qualifications expected to be issued in November 2012. The multi-stage competitive approach that will be undertaken dictates that a decision to site new WTE capacity in or out-
of-region will likely not be made until early 2015 when the project proponent(s) is/are selected.

To be able to compare project proposals on an economic, environmental and social basis, Metro Vancouver will need to be able to quantify the costs of the items identified for consultation with the FVRD (emission standards, monitoring requirements, mitigation and other related issues). The potential cost of these items may have significant bearing on the evaluation of proposals. Metro Vancouver needs to be able to quantify these items by the time it issues the final request for proposals for new WTE capacity, expected in early 2014.

To ensure meaningful consultation with the FVRD is initiated and carried out in a timely manner, staff recommends seeking confirmation from the Minister of Environment that the Board’s approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD.

2.4 Early Phase Engagement and Consultation Objectives

The following are the specific engagement and consultation objectives for Phase 1 and the introduction of Phase 2:

- Inform all audiences about RFQ1: Technology and the criteria used to evaluate submissions, and the subsequent Potential Site Identification Process
- Notify all audiences of the opportunities to comment on the Potential Site Identification Process and the procurement process in general
- Address specific conditions of the Minister of Environment’s ISWRMP approval regarding consultation with the FVRD
- Receive input and summarize activities, input, and Metro Vancouver responses to input in a consultation report.

2.5 Early Phase Engagement and Consultation Activities

This section provides a summary of engagement and consultation audience activities and components for Phase 1 and the introduction of Phase 2. Additional background and details regarding these activities can be found in Attachment 2.

Correspondence will be used to inform all audiences of the opportunity to provide input and a formal comment period will be established for specific elements of each phase to ensure timely receipt. In addition to formal notification, the following activities are proposed to receive feedback from engagement and consultation audiences.

Metro Vancouver Public

A meeting for the public (format to be determined) will be held in Metro Vancouver regarding the Potential Site Identification Process.

Metro Vancouver Members

- Member councils will be provided regular updates via the ZWC and Board through regular staff reports.
- Meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process
- Presentations to Regional Administrative Advisory Committee, Regional Engineers Advisory Committee (REAC), Regional Finance Advisory Committee,
Regional Planning Advisory Committee, REAC Solid Waste Subcommittee and Municipal Waste Reduction Coordinators Committee.

- Presentations to individual member councils upon request.

Adjacent Regional Districts

**Fraser Valley Regional District**
Staff will continue to meet with the FVRD to present information and seek input regarding the appropriate audiences and mechanisms for consulting within their jurisdiction. Background on the following proposed Phase 1 and introduction of Phase 2 activities can be found in Attachment 2.

- Invitation to meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process.
- A meeting for the public will be held in the FVRD (format to be determined with input from the FVRD) regarding Phase 2: Potential Site Identification Process.
- Potential for a Board-to-Board meeting with the FVRD will be determined through discussions between the respective Chairs.
- Formation of a Working Group with the FVRD to address air quality concerns. The Working Group is proposed to be overseen by a Steering Committee made up of elected officials from the two regional districts. Attachment 2 includes more information on the Working Group.

**Squamish-Lillooet Regional District**

- Staff to discuss with the SLRD the methods by which they wish to be consulted.
- Invitation to meeting of elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process.

**First Nations**

- Invitations to any meetings for the public regarding Phase 2: Potential Site Identification Process.
- Metro Vancouver will provide regional meetings for affected First Nations groups, as requested.

**Government Agencies and Ministries**

- Regular meetings with B.C. Ministry of Environment staff to discuss the new WTE capacity development process and the engagement and consultation program.
- An agency workshop to introduce the development process to key regulatory agencies and to receive initial feedback on the early phases.

**Integrated Utility Management Advisory Committee**

- The Integrated Utility Management Advisory Committee (IUMAC) is a high-level advisory committee established to monitor and provide advice to Metro Vancouver on the implementation of the ISWRMP, the Drinking Water Management Plan, and the Integrated Liquid Waste and Resource Management Plan.
- The formation of an IUMAC sub-committee is being considered to allow for more in-depth reporting and exchange regarding specific ISWRMP projects, including New WTE capacity.
Supporting Communication Activities

- As outlined in Attachment 2, Metro Vancouver will provide a full range of communications support for the engagement and consultation process.

3. ALTERNATIVES

The Board may:
   a) Approve the proposed overall engagement and consultation program for the development of new WTE capacity for Metro Vancouver and specific activities for Phase 1 and introduction of Phase 2 of the development process.
   b) Provide direction to staff to modify the proposed program prior to commencing engagement and consultation on new WTE capacity development.

4. CONCLUSION

The engagement and consultation program proposed in this report would provide meaningful opportunities for Metro Vancouver members and public, First Nations, members and public of adjacent regional districts, potential out-of-region communities where a proponent or site owner proposes to develop new WTE capacity for MV, government agencies and other interested parties to provide input on the development of new WTE capacity for Metro Vancouver.

Feedback generated from engagement and consultation activities will be reported to the Board at key milestones and will inform future phases of the new WTE capacity engagement and consultation process.

ATTACHMENTS:

1. Metro Vancouver / FVRD Technical Team Activity Summary
2. Engagement and Consultation Activities: New Waste-to-Energy Capacity Phase 1 and the Introduction of Phase 2
Metro Vancouver / Fraser Valley Regional District Technical Team
Activity Summary

Purpose

In March 2012, the Metro Vancouver/Fraser Valley Regional District (FVRD) Technical Team was formed to provide a venue for staff of the two regional districts to share information on waste-to-energy (WTE) and air emissions in the Lower Fraser Valley airshed. Information regarding a proposed process by which Metro Vancouver (MV) would consult the FVRD on new WTE capacity was also provided to FVRD.

Meetings to Date

To date, eight (8) meetings of the Metro Vancouver/FVRD Technical Team have been held – half of them in the Fraser Valley. Meetings were held on the following dates in 2012: April 11, April 30, June 6, June 15, July 13, July 30, September 17, and October 1.

Meeting Topics to Date

Existing Metro Vancouver WTE Facility (Metro Vancouver presentation)
- Overview and tour
- Environmental monitoring programs and results
- Continuous improvements (emissions)
- Regulatory framework

Lower Fraser Valley Airshed
- Airshed characteristics
- Emission sources (defining and quantifying regulated and non-regulated)
- Air quality conditions (historical and forecasted)
- Air quality monitoring program
- Interagency collaboration (including cross-border considerations)
- Potential areas for airshed improvement including but not limited to MV Air Quality Management Plan actions

Waste-to-Energy Technologies
- Technologies
- Operation
- Air pollution controls
- Emissions
- Emissions monitoring

Waste Flow Projections and Implications for WTE Capacity Requirements
- Future of overall diversion rates
- Future of plastics recycling
- Future of wood recycling
- Implications of new packaging and printed paper program
Meeting Topics to Date (continued)

Developing an Engagement and Consultation Framework
Metro Vancouver has provided the FVRD with materials on the proposed engagement and consultation process. Topics presented by MV include:

- Framework
- Planning phases
- Objectives
- Audiences/databases
- Draft document re: establishing a Working Group Terms of Reference
- Potential activities and communications

Future Meeting Agenda Items

- Regulatory/jurisdictional framework for WTE development
  - Municipal, provincial, federal and First Nations considerations and requirements
- Environmental/health impact assessments
- Ultrafine particles
- Waste-to-energy emission standards
  - International, federal and provincial standards
  - Current state of the art
- Others (to be determined)
Engagement and Consultation Activities: New Waste-to-Energy Capacity Phase 1 and the Introduction of Phase 2

This attachment provides additional background and details on the engagement and consultation activities proposed for Phase 1 and the introduction of Phase 2 of the new waste-to-energy (WTE) capacity development process (see Section 2.3 of the report outlining the development phases).

1. Metro Vancouver Public

Opportunities will be provided to Metro Vancouver residents and businesses to provide input in writing and in person. Comment will be invited on the overall procurement process and any other factors Metro Vancouver should consider before proceeding with the Potential Site Identification Process. A meeting for the public (format to be determined) will be held in Metro Vancouver to receive public delegations regarding Phase 2: Potential Site Identification Process.

2. Metro Vancouver Members

Information and opportunities for input will be provided to Metro Vancouver member mayors, councils and staff. Metro Vancouver member councils will be provided regular updates via the Zero Waste Committee and Board through regular staff reports. Metro Vancouver may also host a meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process. Metro Vancouver will present development process information to, and seek input on a regular basis from, municipal staff members of Metro Vancouver advisory committees, including Regional Administrative Advisory Committee, Regional Engineers Advisory Committee (REAC), Regional Finance Advisory Committee, Regional Planning Advisory Committee, REAC Solid Waste Subcommittee and Municipal Waste Reduction Coordinators Committee. Meetings with and presentations to individual member councils will be held upon request.

3. Adjacent Regional Districts

Metro Vancouver will actively seek input on the new WTE capacity development process from the Fraser Valley Regional District (FVRD) and Squamish-Lillooet Regional District (SLRD) throughout all project phases.

3.1. Fraser Valley Regional District

In March 2012, the Metro Vancouver/Fraser Valley Regional District (FVRD) Technical Team was formed to provide a venue for staff of the two regional districts to share information on waste-to-energy (WTE) and air emissions in the Lower Fraser Valley airshed. Information regarding a proposed process by which Metro Vancouver (MV) would consult the FVRD on new WTE capacity was also provided to FVRD (see Attachment 1 for details regarding meeting topics and activities). FVRD staff provided input to determine the meeting agendas and have requested information and clarification on the existing Metro Vancouver WTE facility, Lower Fraser Valley Airshed characteristics, WTE technologies and the new WTE capacity engagement and consultation process. Metro Vancouver has provided the FVRD with materials on the proposed engagement and consultation process. Metro Vancouver staff is proposing to continue the Technical Team meetings beyond the 8 meetings that have been held to date.
Technical Team has not been able to cover all of the agenda topics identified at the outset of the meeting series.

3.1.1. FVRD Audiences
As part of the Technical Team’s agendas, MV staff has provided a listing of audiences in the FVRD’s jurisdiction that would be consulted by Metro Vancouver. The proposed FVRD engagement and consultation audiences identified by MV include FVRD Board (Chair, Directors and staff), FVRD member municipalities (Mayors, councils and staff), First Nations, FVRD public (residents, businesses, non-governmental organizations) and government agencies and ministries including Fraser Health (see Section 2.5 of the report).

FVRD staff have been provided for their review, draft engagement and consultation databases for audiences within their jurisdiction, which would form the basis of the outreach within the FVRD.

3.1.2. FVRD Consultation Mechanisms
Once the FVRD has confirmed database contacts, FVRD would be requested to provide input on the appropriate mechanisms for engaging and consulting with the above audiences.

FVRD will be invited to participate in a meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process. Metro Vancouver will also host a meeting for the public in the FVRD regarding Phase 2: Potential Site Identification Process. The public meeting format will be determined with input from the FVRD. The potential for a Board-to-Board meeting with the FVRD will be determined through discussions between the respective Chairs.

As a ministerial condition of ISWRMP approval, Metro Vancouver must form a Working Group with the FVRD to address air quality concerns if a decision is made to site in-region solution(s) for new WTE capacity. The decision, whether or not to site new WTE capacity in-region, is not expected until 2014/15 and staff identifies benefits to both organizations to start Working Group meetings sooner. The proposed Working Group would provide the FVRD with the opportunity to help firmly establish key environmental protection measures prior to issuing the RFP (Phase 4) and would offer Metro Vancouver some certainty regarding the costs of the measures identified, as the procurement and regulatory processes move forward. Metro Vancouver proposes to transition to the formation of the Working Group with oversight by a Steering Committee made up of elected officials from the two regional districts.

At the time of writing this report, Metro Vancouver has proposed a structure for the Working Group to FVRD staff; however it is still considered draft, subject to review by both the FVRD and Metro Vancouver Board. The relationship between the proposed Metro Vancouver/FVRD Steering Committee, Working Group and Technical Team is described below.

### New Waste-to-Energy Capacity
**MV/FVRD Working Group and Oversight**

- **MV/FVRD Steering Committee**  
  (elected officials)

- **MV/FVRD Working Group**  
  (MV, FVRD staff; MV, FVRD member municipal staff; health authorities)

- **MV/FVRD Technical Team**  
  (MV, FVRD senior staff)
ATTACHMENT 2

3.1.3. **Steering Committee**
The Metro Vancouver/FVRD Steering Committee would be formed to provide oversight to the Working Group. Metro Vancouver proposes the Steering Committee consist of the Metro Vancouver and FVRD Chairs, the Chair of Zero Waste Committee and another elected official from the FVRD, to be nominated by the FVRD.

3.1.4. **Technical Team**
The Metro Vancouver/FVRD Technical Team currently consisting of staff from both organizations would provide assistance to the Working Group with setting agendas and identifying resources.

3.1.5. **Working Group**
The Metro Vancouver/FVRD Working Group would be formed in order to address the potential impact of Metro Vancouver’s new WTE capacity on FVRD and Metro Vancouver’s common airshed. The objectives of the Working Group, as described in the ministerial conditions on ISWRMP approval, would be to:

a) develop recommendations for WTE emission standards that do not conflict with Provincial or Federal policy and/or legislation
b) develop recommendations for an environmental monitoring program for any new or expanded in-region WTE facility(s)
c) establish mitigation measures that address reasonable concerns of the FVRD with respect to additional WTE in-region
d) include any other reasonable related issue agreed to by the parties.

Metro Vancouver is developing a Terms of Reference for the Working Group pending further input from the Metro Vancouver Board and the FVRD. The Working Group would consist of members with technical knowledge of issues related to WTE, air quality and human health, including representatives from the FVRD, Metro Vancouver, their respective member municipalities and, Vancouver Coastal Health and Fraser Health.

3.2. **Squamish-Lillooet Regional District**
Metro Vancouver will discuss with the SLRD the methods by which they wish to be consulted. SLRD will be invited to meetings of elected officials and staff, such as a potential Council of Councils, held to introduce Phase 2: Potential Site Identification Process.

4. **First Nations**

Metro Vancouver will correspond directly with all potentially affected First Nations in BC (described in Section 2.2 of the report) informing them of the new WTE capacity development process and notifying them of engagement opportunities. Invitations will be provided to any meetings for the public (format to be determined) in Metro Vancouver and/or the FVRD, regarding Phase 2: Potential Site Identification Process. Metro Vancouver will provide regional meetings for affected First Nations groups, as requested.

5. **Government Agencies and Ministries**

Metro Vancouver staff will meet regularly with B.C. Ministry of Environment staff to discuss the project development process and the engagement and consultation program. The Metro Vancouver / FVRD Working Group would also provide quarterly updates to the Ministry of
Environment as per the conditions in the ministerial letter of approval for the Integrated Solid Waste and Resource Management Plan (ISWRMP).

Government agencies with an interest in solid waste management, air emission and health issues will be provided with information on the new WTE capacity development process and notified of the engagement and consultation process.

Metro Vancouver is hosting an agency workshop to introduce the project to key regulatory agencies and to receive initial feedback on the early phases of the development process. Additionally, letters will be sent to provincial and federal government agencies and ministries to solicit input on the procurement process. As required, individual meetings will be held with agencies to provide clarification on aspects of new WTE capacity development.

6. Integrated Utility Management Advisory Committee

The Integrated Utility Management Advisory Committee (IUMAC) is a high-level advisory committee established to monitor and provide advice to Metro Vancouver on the implementation of the ISWRMP, the Drinking Water Management Plan, and the Integrated Liquid Waste and Resource Management Plan.

The panel includes up to 15 representatives residing or working in Metro Vancouver with experience and expertise in one or more of the utilities managed by Metro Vancouver. Members will include staff from Metro Vancouver, municipalities, senior government agencies, technical and professional experts, public, and non-governmental and business representatives.

The formation of an IUMAC sub-committee is being considered to allow for more in-depth reporting and exchange regarding specific ISWRMP projects, including new WTE capacity.

7. Supporting Communication Activities

The following activities are proposed to support the engagement and consultation program for Phase 1 and the introduction to Phase 2, and to encourage participation and input:
- development and maintenance of contact databases for all target audiences
- distribution of notification correspondence to all target audiences regarding the new WTE capacity development process and the opportunities to comment
- placements of advertisements region-wide in Metro Vancouver, adjacent regional districts and if required in potential out-of-region communities (mayors and council, staff and public) where a proponent or site owner proposes to develop new WTE capacity for MV, to notify of public meetings, other opportunities to provide input and information on the new WTE capacity development process
- distribution of notification e-mails to individuals and organizations on Metro Vancouver’s regional dialogue database (approximately 6,500) and the new WTE capacity database (approximately 1,300) regarding public meetings and the opportunities to provide input
- advertisement of Metro Vancouver contact information (via phone, fax, letter, email) in all materials
- media relations support
- materials posted on the Metro Vancouver website.
Resolution Form

This is to advise that at the October 26, 2012 Regular Meeting, the Greater Vancouver Sewerage and Drainage District Board of Directors considered the following report:

New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program

and passed the following resolution:

"1. That the Board approve the proposed engagement and consultation program for new waste-to-energy capacity, as described in the report titled “New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program” dated October 2, 2012.

2. That the Board Chair write the Minister of Environment asking for confirmation that Board approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD, and send a copy of the correspondence to the FVRD.

3. That the Board invite the Chair and Vice Chair of the Fraser Valley Regional District Board to a future Zero Waste Committee meeting to hear their feedback on the proposed engagement and consultation program for the development of new waste-to-energy capacity for Metro Vancouver."

I, Paulette A. Vetleson, hereby certify the foregoing to be a true and correct copy of a Resolution as finally adopted at the October 26, 2012 Regular meeting of the Greater Vancouver Sewerage and Drainage District Board of Directors.

Dated at Burnaby, British Columbia, this 31th day of October 2012.

Paulette A. Vetleson, Corporate Secretary
To: Board of Directors
From: Zero Waste Committee
Date: October 15, 2012
Subject: New Waste-to-Energy Procurement Process

Zero Waste Committee Recommendation:
That the Board approve:
1. Proceeding with the recommended procurement process described in this report commencing with a technology only request for qualifications (RFQ1), with an operational date for new waste-to-energy capacity no later than mid 2018.
2. Requiring in RFQ1 that proponents demonstrate that at a minimum the proposed technology solution has operated continuously for one year in the last five years processing a minimum of 25,000 tonnes per year of municipal solid waste.

At its October 11, 2012 meeting, the Zero Waste Committee considered the attached report titled “New Waste-to-Energy Procurement Process”, dated September 24, 2012. The Committee subsequently passed the above recommendation. In addition, the Committee requested staff to revise the recommended procurement process outlined in the report as follows:
- In the third paragraph of Section 1, by adding “potential revenue streams” under the evaluation criteria
- In Section 3, by replacing the phrase "whether one or more facilities is required" with the phrase "whether one or more facilities is required or advisable"
- In Sections 4 and 5, make reference to a business case rather than cost of the facility only
- In Section 5 – at the end of the sentence, add the phrase "and other revenue streams"

Attachment:
Zero Waste Committee Meeting Date: October 11, 2012

To: Zero Waste Committee

From: Paul Henderson, Manager
       Solid Waste Department

Date: September 24, 2012

Subject: New Waste-to-Energy Procurement Process

Recommendation:

That the Board approve:

1. Proceeding with the recommended procurement process described in this report commencing with a technology only request for qualifications (RFQ1), with an operational date for new waste-to-energy capacity no later than mid 2018.

2. Requiring in RFQ1 that proponents demonstrate that at a minimum the proposed technology solution has operated continuously for one year in the last five years processing a minimum of 25,000 tonnes per year of municipal solid waste.

1. PURPOSE

The purpose of this report is to update the Board on the development of the new Waste-to-Energy (WTE) capacity and recommend a procurement process and evaluation criteria for RFQ1.

2. CONTEXT

On March 2, 2012, the Board directed staff to recommend a procurement process for new WTE capacity that ultimately:

a) Considers all WTE technology options within one procurement process;

b) Allows proposals that include a site or sites along with proposed technology solution;

c) Allows owners of potential sites to self-identify.

On September 21, 2012, the Board referred the following recommendation back to staff and the Zero Waste Committee for comment:

That the Board direct staff to:

1. Proceed with the recommended procurement process described in this report commencing with a technology only request for qualifications (RFQ1), with an expected operational date for new waste-to-energy capacity no later than mid 2018. Further, that promising technologies that may not have a full scale reference facility currently available not be automatically excluded solely on that basis, and that they be considered as part of the process to accommodate opportunities for different technologies and systems and different site locations that may be feasible on a smaller scale.
Recommended Procurement Process

As per the Board’s direction, staff have prepared the following recommended procurement process for the Board’s consideration. The process is a multi-stage process designed to ensure a competitive process in developing new WTE capacity.

1. **RFQ 1: Technology Only**
   RFQ1 will enable Metro Vancouver staff to evaluate proponents on their proven experience with WTE, based on reference facilities and the experience of the proposed project team. RFQ1 will result in a short-list of proponents with proven ability to complete the project. RFQ1 will not ask proponents whether they have or are able to secure a potential site to ensure that the ability to provide a site is not a barrier to participation in the process. The RFQ1 process will in no way determine whether new WTE capacity will be developed in or out of the Metro Vancouver region.

   RFQ1 Evaluation Criteria will focus on proponent’s technology and teams. Detailed evaluation criteria and the evaluation scoring matrix will be reviewed by the Independent Third Party Expert Panel who are tasked with ensuring that the process fairly considers all technology options. RFQ1 will also be reviewed by a third party Fairness Advisor who will be tasked with ensuring that the overall process is fair to all proponents.

   High level evaluation criteria for RFQ1 will include a requirement to have demonstrated at existing facilities:
   - Ability to process municipal solid waste at an appropriate scale
   - High energy productivity and material recovery from municipal solid waste
   - Minimizing and where possible beneficially using residuals
   - Excellent environmental performance in jurisdictions with comparable or higher environmental performance requirements
   - Competent and experienced proposed team
   - Alignment with Metro Vancouver’s sustainability principles
   - Potential revenue streams

   Staff recommend that RFQ1 specifically require that proponents demonstrate that their proposed technology solution has been used on a continuous basis for a minimum of one year in the last five years to process a minimum of 25,000 tonnes per year of municipal solid waste.

   Twenty five thousand tonnes per year is less than 10% of the total estimated new waste-to-energy capacity and is an amount small enough to ensure that there is maximum opportunity to develop a diverse waste-to-energy network.

   The high-level evaluation criteria presented above are consistent with the evaluation criteria identified in the ISWRMP, which was developed with significant public input and consultation.

2. **Potential Site Identification Process**
   The purpose of the potential site identification process is to allow site owners to identify potential project sites and identify any sites that have been secured by shortlisted project proponents selected through RFQ1.

   Sites owners will be given the opportunity to identify potential sites through a public process. A set of criteria will be developed to screen potential sites. Screening will be based on criteria from the ISWRMP and criteria used in other jurisdictions for WTE project siting and will include a variety of criteria such as proximity to heat use, required...
site size, transportation logistics, air quality analysis, allowed and neighbouring land uses, sensitive land uses, etc.

As part of the potential site identification and procurement process, Metro Vancouver will organize study tours for Directors and community leaders to shortlisted proponent reference facilities. The purpose of the study tours is to provide the opportunity for greater understanding of WTE both from the perspective of technologies and exposure to communities presently hosting WTE facilities.

A shortlist of potential sites both those available to all proponents, and those secured by the short listed individual proponents of RFQ1 will be publicly communicated at the end of the potential site identification process.

If not enough suitable sites are identified to ensure a competitive process, Metro Vancouver may need to directly secure a site which would add significantly to the expected project timeline. Given interest in the project from member municipalities and site owners, staff anticipates that suitable sites will be identified.

3. **RFQ 2: Technology and Sites**
   
   This second stage RFQ (RFQ2) will jointly evaluate each proponent’s technology and site, focusing on opportunities for energy recovery, transportation, air emissions control, and suitability of site. The purpose of RFQ2 will be to create a shortlist of potential proponents and sites that will participate in the Request for Proposals (RFP). At this stage there is the possibility that all proposed solutions could be in or out of region depending on the responses to RFQ2. However, there will probably be a mix of in and out of region sites and thus the decision on whether new WTE capacity will be located in or out of region will likely be made through the RFP.

   Proponents will specify the relative costs for their proposed solution depending on the size of their proposed facility or facilities, which along with information on proposed sites will be used to determine whether one or more facilities is required or advisable for new WTE capacity. Proposals that supplement Metro Vancouver waste with waste from other jurisdictions will also be considered.

4. **RFP**
   
   The RFP will be issued to the short-listed proponents identified through the previous steps. The RFP process will be iterative, requiring multiple meetings with the proponents, and will result in detailed design and business case of the proposed facilities. The successful proponent or proponents will be identified at the end of this stage.

5. **Municipal/Environmental Approvals**
   
   To ensure fair comparison of proposals, Proponents will to be required to define a business case as part of their response to Metro Vancouver’s RFP. To the extent possible responsibility for environmental and municipal permitting will be transferred to the successful proponent or proponents with a final contract being contingent on the successful proponent or proponents delivering appropriate municipal and environmental approvals along with other key project deliverables such as energy contracts and other revenue streams.

   Metro Vancouver will work closely with regulators to define which responsibilities and risks are most appropriately held by Metro Vancouver and which responsibilities and risks are most appropriately held by proponents.
6. **Consultation and Engagement**

Metro Vancouver is committed to consult meaningfully with stakeholders, including the FVRD, in developing new WTE capacity. The Minister of Environment's approval of the ISWRMP requires that within a year of deciding to develop new WTE capacity within the Metro Vancouver region that Metro Vancouver work with the FVRD to develop recommendations for a range of items related to the development of new WTE capacity.

As described in this report, a decision on whether to locate new WTE capacity inside or outside of the region will not be made until mid 2014 or early 2015. On this basis, there will be ample opportunity for consultation with stakeholders.

On March 2, 2012, the Board directed staff to liaise with FVRD staff to develop a consultation process for new WTE capacity and report back to the Board with a recommended process. Metro Vancouver staff have met with FVRD on multiple occasions to work towards developing a recommended consultation process.

This report lays out an overall strategy and timeline to develop new WTE capacity for Metro Vancouver. A companion report lays out a proposed engagement and consultation program, including specific activities.

7. **Supplemental Feedstocks**

There is a potential that proponents may propose solutions whereby Metro Vancouver waste is supplemented with either other materials or municipal solid waste from other jurisdictions. Supplemental feedstocks have the potential benefit of increasing economies of scale, and thereby reducing the cost of developing new WTE capacity. If supplemental feedstocks are proposed, a full analysis of the implications of adding the feedstocks would be undertaken, and the proposed addition would be incorporated into the engagement and consultation process along with environmental and municipal approvals processes.

As per the direction from the Board on September 21, Metro Vancouver staff are investigating options to maximize opportunities to consider other materials and/or municipal solid waste from other jurisdictions and will report back to the Board with the outcomes of that analysis.

8. **Overall Timeline**

The expected timeline to new WTE capacity operations is shown in Attachment 1. The successful proponent(s) is expected to be selected in early 2015 with the project fully operational by mid 2018. Although this appears to be a lengthy procurement process, staff concluded it is reasonable based on the required project scope. The timeline aligns well with other similar projects in communities such as Durham/York, Ontario, and Peel, Ontario, who are also developing new WTE capacity.

The timeline provided in Attachment 1 is an initial expected timeline. Staff will report regularly to the Zero Waste Committee as the project progresses, and will update the timeline if required.

**Ownership Model**

At the September 21 Board meeting, the Board referred the ownership of new WTE capacity issue back to staff for additional analysis. Staff will work with municipal staff to develop a proposed ownership model considering interests communicated at the Board to provide mechanisms to facilitate the potential for municipal ownership along with
Metro Vancouver ownership. One option that will be explored with municipal staff is facilitating the potential for municipal ownership of a portion of new WTE capacity outside of the Metro Vancouver procurement process.

3. ALTERNATIVES

RFQ1 Evaluation Criteria

1. Staff recommend that in their RFQ1 responses proponents be required to demonstrate that their proposed technology solution has been used on a continuous basis for a minimum of one year in the last five years processing a minimum of 25,000 tonnes per year of municipal solid waste.

2. Alternatively, the Board could direct staff to consider proponents that are not currently able to demonstrate experience processing 25,000 tonnes per year of municipal solid waste, but based on facilities under development are expected to be able to demonstrate the ability to process a minimum of 25,000 tonnes per year by the time RFQ2 submissions are made in 2014.

Based on input from Metro Vancouver’s consultants, staff expects that at least 10 potential proponents representing various technology options could meet the requirement to demonstrate a minimum 25,000 tonnes per year of continuous operation for more than one year in the last five years.

If the recommendation is changed to qualify proponents that are expected to be able to demonstrate the ability to process a minimum 25,000 tonnes per year of waste by early 2014, staff anticipates that many more proponents would assert they would be capable of meeting this requirement. Determining whether or not proponents will be able to process a minimum 25,000 tonnes per year of waste by 2014 could be challenging given the number of factors that will determine if a particular proponent would meet the requirement. Staff anticipates as many as 10 or more additional proponents would be successful in RFQ1 if proponents only need to demonstrate that they may be able to process 25,000 tonnes per year of waste by early 2014.

Staff believe that reducing the required criteria to qualify proponents that cannot currently demonstrate the ability to process a minimum 25,000 tonnes per year of MSW, but are expected to be able to process a minimum of 25,000 tonnes per year of MSW by early 2014 would have the following drawbacks:

- The number of potential proponents likely to meet the requirement would make the procurement process unwieldy
- One of the reasons for shortlisting proponents is to minimize uncertainty and concern about environmental performance within potential host communities, which is a likely outcome if unproven technologies are qualified through RFQ1. Local communities have already experienced uncertainty and resulting community concern associated with unproven waste management technology solutions.
- The benefit of RFQ1 would be limited given the large number of proponents that would likely be qualified.

Staff recommend 1.

4. CONCLUSION
On March 2, 2012 the Board directed staff to recommend a procurement process for new WTE capacity. This report lays out a recommended procurement process including specific RFQ evaluation criteria for demonstrating that the proponents' proposed technology solutions are capable of processing municipal solid waste.

ATTACHMENT
Metro Vancouver New Waste-to-Energy Capacity Development Schedule (6556201)
Metro Vancouver New Waste-to-Energy Capacity Development Schedule

- Procurement Process
- Consultation Strategy
- RFQ 1: Technology
- Potential Site Identification Process
- PPP Canada Business Case
- RFQ 2: Technology and Sites
- Environmental and Site Consultation and Engagement
- Detailed Design/Construction
- Reports to ZWC Board
MEMORANDUM

To: Chair and Members of the Fraser Valley Regional District Board
From: George M. Murray, Chief Administrative Officer
       Stacey Barker, Manager of Environmental Services
Date: October 11th, 2012
Subject: Metro Vancouver Waste to Energy Consultation Process
File No.: 9050-20-099

RECOMMENDATION:

THAT the Fraser Valley Regional District Board write to the Minister of Environment advising that the Fraser Valley Regional District opposes Metro Vancouver’s assumption that its Board’s approval of a procurement process for new Waste to Energy (incineration) will trigger the requirement to initiate consultation (i.e. formation of the “working group”) with the FVRD.

SUMMARY OF ISSUE(S):

Marie Griggs, Public Involvement Division Manager prepared a report for the Zero Waste Committee of Metro Vancouver (attached). In that report, Ms. Griggs made a recommendation that Metro Vancouver (MV) should approach the Minister of Environment to deem that the maximum one (1) year consultation period with the FVRD should commence as Metro Vancouver is commencing the Waste to Energy (WtE) procurement process.

FVRD staff takes a completely opposing view of this issue and would vehemently oppose such a decision. This report will provide the basis for staff’s position on this matter.

BACKGROUND:

On July 22nd, 2011 the Minister of Environment Terry Lake approved MV’s Integrated Solid Waste and Resource Management Plan (ISWRMP). Contained in the Minister’s letter (attached) was the requirement for MV to form a “working committee” with the FVRD. Section 3 of the Minister’s letter stated that

“... if Metro Vancouver pursues establishing additional in-region W2E capacity, it shall consult with the FVRD to address air quality concerns prior to beginning construction of a new or expanded facility. As a minimum, Metro Vancouver must establish a working group with the FVRD on the potential impact to the airshed due to additional W2E capacity. . . .”
The Minister’s letter went on to discuss a number of other matters, including the requirement for the parties to submit their positions to an arbitrator if consensus could not be reached on the issue.

The issues concerning the existing and any proposed WtE facility are complex and very technical. As the Board is aware, the Fraser Valley is comprised of a “funnel shaped valley”. Picture 1 below illustrates this fact.

While MV and the FVRD may not always agree on the “science” of WtE and airshed issues, staff believe that both parties (including renowned experts) would agree that the Fraser Valley is a “unique” and “sensitive” airshed and as such needs special consideration in any decisions regarding air quality issues (including WtE).

Based on the sensitive nature of the airshed and the air that our residents and visitors breathe, MV and the FVRD staff formed a “Technical Team” to discuss issues surrounding both the airshed and various WtE technical issues. As noted by Ms. Griggs in her report, the committee has met on a number of occasions (eight) to try to clarify and agree upon a number of technical issues. However, there are a significant number of unanswered questions; as well, it is staff’s position that the Activity Summary presented does not accurately reflect the eight meetings to date. By way of just one (1) example, FVRD staff asked at the very first meeting for a comparison of air quality in similar airsheds in the world where WtE occurs. This issue has never been addressed in any of the eight subsequent meetings.

In the Technical Team Activity Summary it is noted that MV developed an Engagement and Consultation Framework. The proposed engagement and consultation program described by Ms. Griggs was provided to the FVRD on Friday September 28th, 2012 and MV expected our comments at the next Technical team meeting held the following Monday afternoon (October 1st, 2012). Due to the
complexity and breadth of the document presented, as well as all the other projects/activities being undertaken at the FVRD, staff was not able to review and discuss the basis of the MV consultation plan before the Monday Technical Team meeting.

In addition to that issue, the Technical Team Activity Summary provided in Ms. Griggs’ report is misleading with respect to the nature and the breadth of the discussions held at the Technical Team meetings. By way of another example, it is noted that the team discussed WtE “Technologies” at these meetings. While it may be true that various technologies were presented by a consultant of MV (who used to be the operator of the Burnaby WtE facility), it cannot be said that all the FVRD’s questions regarding WtE technologies were fully addressed.

While the Technical Team meetings have been extremely productive and conducted in a respectful fashion, the example of the WtE technologies is but one example of the differences of opinions between MV and the FVRD on the activities of the Technical Team meetings.

**DISCUSSION:**

While the concept of undertaking broad consultation is commendable, staff has a number of concerns with MV’s proposal:

1. The FVRD understands the need for MV to have clear objectives in their RFQ process, however staff does not believe that MV has fully explored, nor is open to, the option of not employing any new WtE capacity. It is staff’s opinion that MV has decided to build new and/or expand their existing capacity regardless of the Technical, Health and Environmental concerns of the residents of the Lower Mainland and Fraser Valley.

2. The FVRD is “lumped” in with other “Adjacent Regional Districts”. In doing so, the MV proposal would characterize our concerns to be the same as those residents in Squamish or Pemberton. This is simply unrealistic and does not correctly reflect that the FVRD is “down-stream” from MV.

3. The proposed “working group” does not fairly reflect the importance, magnitude or authority of this group as articulated in the Minister’s July 2011 letter.

4. The composition of the proposed working group has not been undertaken with the FVRD as noted in the Minister’s letter. Rather, it is staff’s perspective that MV is proceeding with the establishment of the composition of the consultation, including the working group, without the thoughtful input of the FVRD.

5. It is unreasonable for MV to expect “meaningful consultation” on a Technology, Location, Capacity and WtE Program that has not been developed yet. As such, the FVRD will need to expend considerable resources on evaluating a program that has not been defined as of yet.

6. The Minister’s letter clearly outlines the requirement to develop the working committee should MV decide to site an incinerator “In-Region”. Unless MV has already made this decision, it would appear that the decision to strike this working committee is years premature of this decision being made.
After having participated in eight Technical Team meetings, staff of the FVRD continues to believe that the additional WtE capacity in MV is not warranted from a Social, Environmental and/or Economic basis. As such, the striking of the “Working Group” as defined in the Minister’s letter is an important issue that needs to be carefully considered and undertaken at the appropriate time and with the appropriate information.

**COST:**

Considerable staff time and resources have been committed to the MV Technical Team meetings to date. Sufficient funds are contained in both the 2012 and 2013 Financial Plans for the allocation of staff time, however it should be noted that due to the level of resources, other pressing projects are not proceeding as expeditiously as previously anticipated.

**COMMENT BY DIRECTOR OF REGIONAL PROGRAMS:**

Reviewed and supported.
Hon. Terry Lake  
Minister of Environment  
Parliament Buildings  
Victoria, B.C.  
Chilliwack, BC

Dear Minister Lake

Re: Metro Vancouver’s New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program

Metro Vancouver passed a resolution at its Zero Waste Committee meeting on October 11th, 2012 and the GVS&DD Board meeting of October 26th, 2012 to seek confirmation that based on its approval of a Waste-to-Energy procurement process, the requirement to consult with the Fraser Valley Regional District (FVRD) would be triggered.

The FVRD received a report regarding this issue at its regular Board meeting of October 23rd, 2012. Based on the FVRD staff report (attached), the FVRD Board unanimously passed the following resolution:

"THAT the Fraser Valley Regional District Board write the Minister of Environment that the Fraser Valley Regional District oppose Metro Vancouver Regional District’s assumption that their Board’s approval of a procurement process for new Waste to Energy (Incineration) will trigger the requirement to initiate consultation (formation of the “working group”) with the FVRD."

On behalf of the Fraser Valley Regional District we would respectfully disagree with Metro Vancouver’s assumption that the approval of the procurement process triggers consultation (i.e. the formation of the working group with the FVRD) under condition 3 of the Minister’s conditional approval letter to Metro Vancouver dated July 22nd, 2011.

It is the FVRD’s position that condition 3 of the Minister’s conditional approval letter of July 22nd, 2011 set out some specific requirements for Metro Vancouver regarding consultation with the FVRD as a minimum. As Metro Vancouver’s Integrated Solid Waste and Resource Management Plan has not been finalized, general consultation above and beyond the working group is required under the Environmental Management Act (particularly Sections 24 and 27). Based on the description of the consultation described in the Metro Vancouver report, they too believe that “general consultation” under the EMA is required with the public, neighbouring Regional Districts and First Nations. As such, the FVRD supports Metro Vancouver’s desire to have early, ongoing and meaningful consultation with the public as required under Provincial legislation. This consultation would naturally include the Fraser Valley Regional District.
You as the Minister of Environment clearly outlined in your letter dated July 22, 2012 an additional consultation process that included the establishment of a "working group" upon the decision of Metro Vancouver to pursue establishing additional in-region W2E capacity.

Without the benefit of Metro Vancouver deciding several important factors, it is unreasonable to expect that this working group could engage in "meaningful consultation". In order to truly satisfy Condition 3 of your conditional approval letter, a number of factors need to be known. These factors include, but are not limited to the following:

- Location of any new W2E capacity (in or out of region)
- Type of Technology to be built
- Number of proposed W2E plants
- Total capacity of any incinerators
- Impact on air quality

Based on the foregoing, as well as the factors outlined in the attached staff report, the FVRD strongly opposes the Minister deeming that the one year "consultation period", as outlined in condition 3 of your conditional approval letter has begun.

We would be pleased to meet with you or your staff to further explore the concerns we have addressed in this letter. Please feel free to contact myself, or have your staff contact our Chief Administrative Officer if you or your staff would like to discuss this issue further.

Yours truly,

[Signature]

Sharon Gaetz
Chair

Cc Provincial MLA's
Greg Moore, Chair – Metro Vancouver
George M Murray, CAO, FVRD
MEMORANDUM

To: Chair and Members of the Fraser Valley Regional District Board

From: George M. Murray, Chief Administrative Officer
       Stacey Barker, Manager of Environmental Services

Date: October 11th, 2012

Subject: Metro Vancouver Waste to Energy Consultation Process

File No.: 9050-20-099

RECOMMENDATION:

THAT the Fraser Valley Regional District Board write to the Minister of Environment advising that the Fraser Valley Regional District opposes Metro Vancouver's assumption that its Board's approval of a procurement process for new Waste to Energy (incineration) will trigger the requirement to initiate consultation (i.e. formation of the "working group") with the FVRD.

SUMMARY OF ISSUE(S):

Marie Griggs, Public Involvement Division Manager prepared a report for the Zero Waste Committee of Metro Vancouver (attached). In that report, Ms. Griggs made a recommendation that Metro Vancouver (MV) should approach the Minister of Environment to deem that the maximum one (1) year consultation period with the FVRD should commence as Metro Vancouver is commencing the Waste to Energy (WtE) procurement process.

FVRD staff takes a completely opposing view of this issue and would vehemently oppose such a decision. This report will provide the basis for staff's position on this matter.

BACKGROUND:

On July 22nd, 2011 the Minister of Environment Terry Lake approved MV's Integrated Solid Waste and Resource Management Plan (ISWRMP). Contained in the Minister's letter (attached) was the requirement for MV to form a "working committee" with the FVRD. Section 3 of the Minister's letter stated that

"... if Metro Vancouver pursues establishing additional in-region W2E capacity, it shall consult with the FVRD to address air quality concerns prior to beginning construction of a new or expanded facility. As a minimum, Metro Vancouver must establish a working group with the FVRD on the potential impact to the airshed due to additional W2E capacity..."

Doc 221282-1
The Minister’s letter went on to discuss a number of other matters, including the requirement for the parties to submit their positions to an arbitrator if consensus could not be reached on the issue.

The issues concerning the existing and any proposed WtE facility are complex and very technical. As the Board is aware, the Fraser Valley is comprised of a "funnel shaped valley". Picture 1 below illustrates this fact.

While MV and the FVRD may not always agree on the “science” of WtE and airshed issues, staff believe that both parties (including renowned experts) would agree that the Fraser Valley is a “unique” and “sensitive” airshed and as such needs special consideration in any decisions regarding air quality issues (including WtE).

Based on the sensitive nature of the airshed and the air that our residents and visitors breathe, MV and the FVRD staff formed a “Technical Team” to discuss issues surrounding both the airshed and various WIE technical issues. As noted by Ms. Griggs in her report, the committee has met on a number of occasions (eight) to try to clarify and agree upon a number of technical issues. However, there are a significant number of unanswered questions; as well, it is staff’s position that the Activity Summary presented does not accurately reflect the eight meetings to date. By way of just one (1) example, FVRD staff asked at the very first meeting for a comparison of air quality in similar airsheds in the world where WtE occurs. This issue has never been addressed in any of the eight subsequent meetings.

In the Technical Team Activity Summary it is noted that MV developed an Engagement and Consultation Framework. The proposed engagement and consultation program described by Ms. Griggs was provided to the FVRD on Friday September 28\textsuperscript{th}, 2012 and MV expected our comments at the next Technical team meeting held the following Monday afternoon (October 1\textsuperscript{st}, 2012). Due to the
complexity and breadth of the document presented, as well as all the other projects/activities being undertaken at the FVRD, staff was not able to review and discuss the basis of the MV consultation plan before the Monday Technical Team meeting.

In addition to that issue, the Technical Team Activity Summary provided in Ms. Griggs’ report is misleading with respect to the nature and the breadth of the discussions held at the Technical Team meetings. By way of another example, it is noted that the team discussed WTE “Technologies” at these meetings. While it may be true that various technologies were presented by a consultant of MV (who used to be the operator of the Burnaby WTE facility), it cannot be said that all the FVRD’s questions regarding WTE technologies were fully addressed.

While the Technical Team meetings have been extremely productive and conducted in a respectful fashion, the example of the WTE technologies is but one example of the differences of opinions between MV and the FVRD on the activities of the Technical Team meetings.

**DISCUSSION:**

While the concept of undertaking broad consultation is commendable, staff has a number of concerns with MV’s proposal:

1. The FVRD understands the need for MV to have clear objectives in their RFQ process, however staff does not believe that MV has fully explored, nor is open to, the option of not employing any new WTE capacity. It is staff’s opinion that MV has decided to build new and/or expand their existing capacity regardless of the Technical, Health and Environmental concerns of the residents of the Lower Mainland and Fraser Valley.

2. The FVRD is “lumped” in with other “Adjacent Regional Districts”. In doing so, the MV proposal would characterize our concerns to be the same as those residents in Squamish or Pemberton. This is simply unrealistic and does not correctly reflect that the FVRD is “downstream” from MV.

3. The proposed “working group” does not fairly reflect the importance, magnitude or authority of this group as articulated in the Minister’s July 2011 letter.

4. The composition of the proposed working group has not been undertaken with the FVRD as noted in the Minister’s letter. Rather, it is staff’s perspective that MV is proceeding with the establishment of the composition of the consultation, including the working group, without the thoughtful input of the FVRD.

5. It is unreasonable for MV to expect “meaningful consultation” on a Technology, Location, Capacity and WTE Program that has not been developed yet. As such, the FVRD will need to expend considerable resources on evaluating a program that has not been defined as of yet.

6. The Minister’s letter clearly outlines the requirement to develop the working committee should MV decide to site an incinerator “In-Region”. Unless MV has already made this decision, it would appear that the decision to strike this working committee is years premature of this decision being made.
After having participated in eight Technical Team meetings, staff of the FVRD continues to believe that the additional WTE capacity in MV is not warranted from a Social, Environmental and/or Economic basis. As such, the striking of the “Working Group” as defined in the Minister’s letter is an important issue that needs to be carefully considered and undertaken at the appropriate time and with the appropriate information.

COST:

Considerable staff time and resources have been committed to the MV Technical Team meetings to date. Sufficient funds are contained in both the 2012 and 2013 Financial Plans for the allocation of staff time, however it should be noted that due to the level of resources, other pressing projects are not proceeding as expeditiously as previously anticipated.

COMMENT BY DIRECTOR OF REGIONAL PROGRAMS:

Reviewed and supported.
To: ZWC - 90

From: Mane Griggs, Public Involvement Division Manager
Engineering and Construction Department

Date: October 2, 2012

Subject: New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program

Recommendation:

1. That the Board approve the proposed engagement and consultation program for new waste-to-energy capacity, as described in the report titled "New Waste-to-Energy Capacity: Proposed Engagement and Consultation Program" dated October 2, 2012.
2. That the Board Chair write the Minister of Environment asking for confirmation that Board approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD.

1. PURPOSE

This report summarizes the proposed overall engagement and consultation program for the development of new waste-to-energy capacity for Metro Vancouver and identifies specific activities for the early phases of the process.

2. CONTEXT

On July 30, 2010, the GVS&DD Board adopted the Integrated Solid Waste and Resource Management Plan (ISWRMP). In addition to waste reduction, reuse and recycling initiatives to increase the diversion of waste from disposal, the ISWRMP included a strategy to develop new waste-to-energy (WTE) capacity to help manage the region’s remaining municipal solid waste.

In a July 22, 2011 letter to the Board chair, the B.C. Minister of Environment approved the ISWRMP, attaching conditions on the approval, including requirements that Metro Vancouver consider all WTE technology options and both in and out-of-region WTE solutions. The Minister requested Metro Vancouver to develop a consultation plan on the options and to establish a working group with the Fraser Valley Regional District (FVRD) to address air quality concerns if Metro Vancouver selects an in-region option(s).

On March 2, 2012, the Board directed staff to recommend a new WTE capacity procurement process, a broad consultation and communications strategy, and a process by which Metro Vancouver would consult with the FVRD. The Board further directed staff to liaise with the FVRD to provide a venue for staff of the two regional districts to share information on waste-to-energy (WTE) and air emissions in the Lower Fraser Valley airshed. Since then, staff has...
met with FVRD senior staff eight times to share technical information and to gain a better understanding of their interests. A summary of meeting topics can be found in Attachment 1.

On March 28, 2012, the Zero Waste Committee (ZWC) received the report titled “Communications Plan for Waste-to-Energy Procurement Process”, which includes strategies and actions that will provide additional support for the engagement and consultation program.

This report outlines the objectives, audiences and mechanisms for the overall engagement and consultation program and the specific activities proposed for Phase 1 and the introduction of Phase 2 (described in Section 2.3).

In addition to responding to the Minister’s conditions on the ISWRMP approval, the new WTE capacity engagement and consultation program is aligned with the Ministry of Environment’s guidelines addressing regional solid waste management plan development, implementation and monitoring. The program also reflects Metro Vancouver’s commitment in the Sustainability Framework to build and facilitate collaborative processes and engage citizens affected by major projects and initiatives. The program builds on relationships established during the development of the ISWRMP.

2.1 Objectives

The following are the objectives for the new WTE capacity engagement and consultation program:

- Inform all audiences about the new WTE capacity development process at key milestones
- Notify all audiences of the opportunities to comment on the new WTE capacity development process
- Provide a variety of methods for audiences to submit comments
- Meet all applicable engagement and consultation guidelines including the related conditions of the Minister of Environment’s ISWRMP approval
- Document and summarize all input for consideration by Metro Vancouver and regulatory agencies, as applicable
- Provide summaries of activities, input, and Metro Vancouver responses to input in consultation reports.

2.2 Audiences

The engagement and consultation program for the new WTE capacity development process is structured to encourage the following target audiences to participate and provide input:

- Metro Vancouver public (residents, businesses, non-governmental organizations, industry)
- Metro Vancouver members (mayors and councils, staff)
- Adjacent regional districts – as per Ministry of Environment guidelines on preparation and implementation of solid waste management plans (FVRD and Squamish-Lillooet Regional District – SLRD); boards, members (mayors and councils, staff), and public (residents, businesses, non-governmental organizations, industry)
- All First Nations and tribal councils/associations whose traditional territory lies within BC
- Potential out-of-region communities (mayors and council, staff and public) where a proponent or site owner proposes to develop new WTE capacity for MV
- Federal, provincial and regional government agencies and ministries.
2.3 Phased Approach to Consultation

A phased iterative approach to engagement and consultation is proposed, allowing for the appropriate level of notification and involvement for specific audiences as the development process proceeds. The new WTE capacity engagement and consultation program is linked to the milestones identified in the project schedule attached to the report titled "New Waste-to-Energy Procurement Process" also on this meeting's agenda. The development process encompasses Phases 1-8 below and includes the procurement process (Phases 1-4).

- Public request for qualifications (RFQ) process to evaluate proponents' proven experience with WTE

Phase 2: Potential Site Identification Process (Feb. – Sept. 2013)
- Process to allow site owners to identify potential project sites and identify any sites secured by shortlisted RFQ1 proponents

Phase 3: RFQ2: Technology and Sites (Sept. 2013 – May 2014)
- Second-stage RFQ process to evaluate each proponent's technology and site

Phase 4: RFP: Short-listed Proponents and Sites (May 2014 – Q1 2015)
- Iterative process to identify successful proponent


Phase 7: Commissioning and Operation (2018)

Phase 8: Monitoring (2018 and ongoing)

This report proposes specific engagement and consultation activities for Phase 1 and the introduction of Phase 2. Specific activities for Phases 2-8 will be developed by staff and presented to the ZWC and Board for approval.

2.3.1 Timing of Consultation with Fraser Valley Regional District

The Minister of Environment's July 22, 2011, letter approving the ISWRMP requires that, if Metro Vancouver pursues in-region WTE capacity, Metro Vancouver consult with FVRD to address air quality concerns related to new WTE capacity. The letter specifically identifies the following areas for consultation: emission standards, environmental monitoring, mitigation measures, and any other related issues agreed to by the parties. If the parties are unable to reach agreement on these issues within one year of making a decision to site a WTE facility in-region, their respective positions are to be put to an arbitrator who will render a recommendation to the Ministry of Environment.

To ensure a fair and transparent procurement process, the decision on whether to develop new WTE capacity in or out-of-region will be made through a competitive process. This approach aligns with the requirement of the Minister's July 22, 2011, letter that the competitive process for developing new WTE capacity "considers the full range of possible options both in and out of region in an equal and fair manner".

As outlined in the companion report titled "New Waste-to-Energy Procurement Process", Metro Vancouver's proposed procurement process is a multi-stage approach that will allow comparison of project proposals based on both technology and site from an economic, environmental, and social basis. The process will begin with a technology only request for qualifications expected to be issued in November 2012. The multi-stage competitive approach that will be undertaken dictates that a decision to site new WTE capacity in or out-
of-region will likely not be made until early 2015 when the project proponent(s) is/are selected.

To be able to compare project proposals on an economic, environmental and social basis, Metro Vancouver will need to be able to quantify the costs of the items identified for consultation with the FVRD (emission standards, monitoring requirements, mitigation and other related issues). The potential cost of these items may have significant bearing on the evaluation of proposals. Metro Vancouver needs to be able to quantify these items by the time it issues the final request for proposals for new WTE capacity, expected in early 2014.

To ensure meaningful consultation with the FVRD is initiated and carried out in a timely manner, staff recommends seeking confirmation from the Minister of Environment that the Board’s approval of the procurement process for new WTE capacity will trigger the requirement to initiate consultation with the FVRD.

2.4 Early Phase Engagement and Consultation Objectives

The following are the specific engagement and consultation objectives for Phase 1 and the introduction of Phase 2:

- Inform all audiences about RFQ1: Technology and the criteria used to evaluate submissions, and the subsequent Potential Site Identification Process
- Notify all audiences of the opportunities to comment on the Potential Site Identification Process and the procurement process in general
- Address specific conditions of the Minister of Environment’s ISWRMP approval regarding consultation with the FVRD
- Receive input and summarize activities, input, and Metro Vancouver responses to input in a consultation report.

2.5 Early Phase Engagement and Consultation Activities

This section provides a summary of engagement and consultation audience activities and components for Phase 1 and the introduction of Phase 2. Additional background and details regarding these activities can be found in Attachment 2.

Correspondence will be used to inform all audiences of the opportunity to provide input and a formal comment period will be established for specific elements of each phase to ensure timely receipt. In addition to formal notification, the following activities are proposed to receive feedback from engagement and consultation audiences.

Metro Vancouver Public

A meeting for the public (format to be determined) will be held in Metro Vancouver regarding the Potential Site Identification Process.

Metro Vancouver Members

- Member councils will be provided regular updates via the ZWC and Board through regular staff reports.
- Meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process.
- Presentations to Regional Administrative Advisory Committee, Regional Engineers Advisory Committee (REAC), Regional Finance Advisory Committee.
Regional Planning Advisory Committee, REAC Solid Waste Subcommittee and Municipal Waste Reduction Coordinators Committee.
- Presentations to individual member councils upon request.

Adjacent Regional Districts

**Fraser Valley Regional District**
Staff will continue to meet with the FVRD to present information and seek input regarding the appropriate audiences and mechanisms for consulting within their jurisdiction. Background on the following proposed Phase 1 and introduction of Phase 2 activities can be found in Attachment 2.
- Invitation to meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process.
- A meeting for the public will be held in the FVRD (format to be determined with input from the FVRD) regarding Phase 2: Potential Site Identification Process.
- Potential for a Board-to-Board meeting with the FVRD will be determined through discussions between the respective Chairs.
- Formation of a Working Group with the FVRD to address air quality concerns.
  The Working Group is proposed to be overseen by a Steering Committee made up of elected officials from the two regional districts. Attachment 2 includes more information on the Working Group.

**Squamish-Lillooet Regional District**
- Staff to discuss with the SLRD the methods by which they wish to be consulted.
- Invitation to meeting of elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process.

**First Nations**
- Invitations to any meetings for the public regarding Phase 2: Potential Site Identification Process.
- Metro Vancouver will provide regional meetings for affected First Nations groups, as requested.

**Government Agencies and Ministries**
- Regular meetings with B.C. Ministry of Environment staff to discuss the new WTE capacity development process and the engagement and consultation program.
- An agency workshop to introduce the development process to key regulatory agencies and to receive initial feedback on the early phases.

**Integrated Utility Management Advisory Committee**
- The Integrated Utility Management Advisory Committee (IUMAC) is a high-level advisory committee established to monitor and provide advice to Metro Vancouver on the implementation of the ISWRMP, the Drinking Water Management Plan, and the Integrated Liquid Waste and Resource Management Plan.
- The formation of an IUMAC sub-committee is being considered to allow for more in-depth reporting and exchange regarding specific ISWRMP projects, including New WTE capacity.
Supporting Communication Activities

- As outlined in Attachment 2, Metro Vancouver will provide a full range of communications support for the engagement and consultation process.

3. ALTERNATIVES

The Board may:

a) Approve the proposed overall engagement and consultation program for the development of new WTE capacity for Metro Vancouver and specific activities for Phase 1 and introduction of Phase 2 of the development process.

b) Provide direction to staff to modify the proposed program prior to commencing engagement and consultation on new WTE capacity development.

4. CONCLUSION

The engagement and consultation program proposed in this report would provide meaningful opportunities for Metro Vancouver members and public, First Nations, members and public of adjacent regional districts, potential out-of-region communities where a proponent or site owner proposes to develop new WTE capacity for MV, government agencies and other interested parties to provide input on the development of new WTE capacity for Metro Vancouver.

Feedback generated from engagement and consultation activities will be reported to the Board at key milestones and will inform future phases of the new WTE capacity engagement and consultation process.

ATTACHMENTS:

1. Metro Vancouver / FVRD Technical Team Activity Summary
2. Engagement and Consultation Activities: New Waste-to-Energy Capacity Phase 1 and the Introduction of Phase 2
Metro Vancouver / Fraser Valley Regional District Technical Team
Activity Summary

Purpose

In March 2012, the Metro Vancouver/Fraser Valley Regional District (FVRD) Technical Team was formed to provide a venue for staff of the two regional districts to share information on waste-to-energy (WTE) and air emissions in the Lower Fraser Valley airshed. Information regarding a proposed process by which Metro Vancouver (MV) would consult the FVRD on new WTE capacity was also provided to FVRD.

Meetings to Date

To date, eight (8) meetings of the Metro Vancouver/FVRD Technical Team have been held – half of them in the Fraser Valley. Meetings were held on the following dates in 2012: April 11, April 30, June 6, June 15, July 13, July 30, September 17, and October 1.

Meeting Topics to Date

Existing Metro Vancouver WTE Facility (Metro Vancouver presentation)
- Overview and tour
- Environmental monitoring programs and results
- Continuous improvements (emissions)
- Regulatory framework

Lower Fraser Valley Airshed
- Airshed characteristics
- Emission sources (defining and quantifying regulated and non-regulated)
- Air quality conditions (historical and forecasted)
- Air quality monitoring program
- Interagency collaboration (including cross-border considerations)
- Potential areas for airshed improvement including but not limited to MV Air Quality Management Plan actions

Waste-to-Energy Technologies
- Technologies
- Operation
- Air pollution controls
- Emissions
- Emissions monitoring

Waste Flow Projections and Implications for WTE Capacity Requirements
- Future of overall diversion rates
- Future of plastics recycling
- Future of wood recycling
- Implications of new packaging and printed paper program
Meeting Topics to Date (continued)

Developing an Engagement and Consultation Framework
Metro Vancouver has provided the FVRD with materials on the proposed engagement and consultation process. Topics presented by MV include:

- Framework
- Planning phases
- Objectives
- Audiences/databases
- Draft document re: establishing a Working Group Terms of Reference
- Potential activities and communications

Future Meeting Agenda Items

- Regulatory/jurisdictional framework for WTE development
  - Municipal, provincial, federal and First Nations considerations and requirements
- Environmental/health impact assessments
- Ultrafine particles
- Waste-to-energy emission standards
  - International, federal and provincial standards
  - Current state of the art
- Others (to be determined)
Engagement and Consultation Activities: New Waste-to-Energy Capacity Phase 1 and the Introduction of Phase 2

This attachment provides additional background and details on the engagement and consultation activities proposed for Phase 1 and the introduction of Phase 2 of the new waste-to-energy (WTE) capacity development process (see Section 2.3 of the report outlining the development phases).

1. Metro Vancouver Public

Opportunities will be provided to Metro Vancouver residents and businesses to provide input in writing and in person. Comment will be invited on the overall procurement process and any other factors Metro Vancouver should consider before proceeding with the Potential Site Identification Process. A meeting for the public (format to be determined) will be held in Metro Vancouver to receive public delegations regarding Phase 2: Potential Site Identification Process.

2. Metro Vancouver Members

Information and opportunities for input will be provided to Metro Vancouver member mayors, councils and staff. Metro Vancouver member councils will be provided regular updates via the Zero Waste Committee and Board through regular staff reports. Metro Vancouver may also host a meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process. Metro Vancouver will present development process information to, and seek input on a regular basis from, municipal staff members of Metro Vancouver advisory committees, including Regional Administrative Advisory Committee, Regional Engineers Advisory Committee (REAC), Regional Finance Advisory Committee, Regional Planning Advisory Committee, REAC Solid Waste Subcommittee and Municipal Waste Reduction Coordinators Committee. Meetings with and presentations to individual member councils will be held upon request.

3. Adjacent Regional Districts

Metro Vancouver will actively seek input on the new WTE capacity development process from the Fraser Valley Regional District (FVRD) and Squamish-Lillooet Regional District (SLRD) throughout all project phases.

3.1. Fraser Valley Regional District

In March 2012, the Metro Vancouver/Fraser Valley Regional District (FVRD) Technical Team was formed to provide a venue for staff of the two regional districts to share information on waste-to-energy (WTE) and air emissions in the Lower Fraser Valley airshed. Information regarding a proposed process by which Metro Vancouver (MV) would consult the FVRD on new WTE capacity was also provided to FVRD (see Attachment 1 for details regarding meeting topics and activities). FVRD staff provided input to determine the meeting agendas and have requested information and clarification on the existing Metro Vancouver WTE facility, Lower Fraser Valley Airshed characteristics, WTE technologies and the new WTE capacity engagement and consultation process. Metro Vancouver has provided the FVRD with materials on the proposed engagement and consultation process. Metro Vancouver staff is proposing to continue the Technical Team meetings beyond the 8 meetings that have been held to date.
Technical Team has not been able to cover all of the agenda topics identified at the outset of the meeting series.

3.1.1. FVRD Audiences
As part of the Technical Team’s agendas, MV staff has provided a listing of audiences in the FVRD’s jurisdiction that would be consulted by Metro Vancouver. The proposed FVRD engagement and consultation audiences identified by MV include FVRD Board (Chair, Directors and staff), FVRD member municipalities (Mayors, councils and staff), First Nations, FVRD public (residents, businesses, non-governmental organizations) and government agencies and ministries including Fraser Health (see Section 2.5 of the report).

FVRD staff have been provided for their review, draft engagement and consultation databases for audiences within their jurisdiction, which would form the basis of the outreach within the FVRD.

3.1.2. FVRD Consultation Mechanisms
Once the FVRD has confirmed database contacts, FVRD would be requested to provide input on the appropriate mechanisms for engaging and consulting with the above audiences.

FVRD will be invited to participate in a meeting for elected officials and staff, such as a potential Council of Councils, to introduce Phase 2: Potential Site Identification Process. Metro Vancouver will also host a meeting for the public in the FVRD regarding Phase 2: Potential Site Identification Process. The public meeting format will be determined with input from the FVRD. The potential for a Board-to-Board meeting with the FVRD will be determined through discussions between the respective Chairs.

As a ministerial condition of ISWRMP approval, Metro Vancouver must form a Working Group with the FVRD to address air quality concerns if a decision is made to site in-region solution(s) for new WTE capacity. The decision, whether or not to site new WTE capacity in-region, is not expected until 2014/15 and staff identifies benefits to both organizations to start Working Group meetings sooner. The proposed Working Group would provide the FVRD with the opportunity to help firmly establish key environmental protection measures prior to issuing the RFP (Phase 4) and would offer Metro Vancouver some certainty regarding the costs of the measures identified, as the procurement and regulatory processes move forward. Metro Vancouver proposes to transition to the formation of the Working Group with oversight by a Steering Committee made up of elected officials from the two regional districts.

At the time of writing this report, Metro Vancouver has proposed a structure for the Working Group to FVRD staff; however it is still considered draft, subject to review by both the FVRD and Metro Vancouver Board. The relationship between the proposed Metro Vancouver/FVRD Steering Committee, Working Group and Technical Team is described below.

New Waste-to-Energy Capacity
MV/FVRD Working Group and Oversight

![Diagram](image-url)
3.1.3. Steering Committee
The Metro Vancouver/FVRD Steering Committee would be formed to provide oversight to the Working Group. Metro Vancouver proposes the Steering Committee consist of the Metro Vancouver and FVRD Chairs, the Chair of Zero Waste Committee and another elected official from the FVRD, to be nominated by the FVRD.

3.1.4. Technical Team
The Metro Vancouver/FVRD Technical Team currently consisting of staff from both organizations would provide assistance to the Working Group with setting agendas and identifying resources.

3.1.5. Working Group
The Metro Vancouver/FVRD Working Group would be formed in order to address the potential impact of Metro Vancouver’s new WTE capacity on FVRD and Metro Vancouver’s common airedsh. The objectives of the Working Group, as described in the ministerial conditions on ISWRMP approval, would be to:

a) develop recommendations for WTE emission standards that do not conflict with Provincial or Federal policy and/or legislation
b) develop recommendations for an environmental monitoring program for any new or expanded in-region WTE facility(s)
c) establish mitigation measures that address reasonable concerns of the FVRD with respect to additional WTE in-region
d) include any other reasonable related issue agreed to by the parties.

Metro Vancouver is developing a Terms of Reference for the Working Group pending further input from the Metro Vancouver Board and the FVRD. The Working Group would consist of members with technical knowledge of issues related to WTE, air quality and human health, including representatives from the FVRD, Metro Vancouver, their respective member municipalities and, Vancouver Coastal Health and Fraser Health.

3.2. Squamish-Lillooet Regional District
Metro Vancouver will discuss with the SLRD the methods by which they wish to be consulted. SLRD will be invited to meetings of elected officials and staff, such as a potential Council of Councils, held to introduce Phase 2: Potential Site Identification Process.

4. First Nations

Metro Vancouver will correspond directly with all potentially affected First Nations in BC (described in Section 2.2 of the report) informing them of the new WTE capacity development process and notifying them of engagement opportunities. Invitations will be provided to any meetings for the public (format to be determined) in Metro Vancouver and/or the FVRD, regarding Phase 2: Potential Site Identification Process. Metro Vancouver will provide regional meetings for affected First Nations groups, as requested.

5. Government Agencies and Ministries

Metro Vancouver staff will meet regularly with B.C. Ministry of Environment staff to discuss the project development process and the engagement and consultation program. The Metro Vancouver / FVRD Working Group would also provide quarterly updates to the Ministry of
Environment as per the conditions in the ministerial letter of approval for the Integrated Solid Waste and Resource Management Plan (ISWRMP).

Government agencies with an interest in solid waste management, air emission and health issues will be provided with information on the new WTE capacity development process and notified of the engagement and consultation process.

Metro Vancouver is hosting an agency workshop to introduce the project to key regulatory agencies and to receive initial feedback on the early phases of the development process. Additionally, letters will be sent to provincial and federal government agencies and ministries to solicit input on the procurement process. As required, individual meetings will be held with agencies to provide clarification on aspects of new WTE capacity development.

6. Integrated Utility Management Advisory Committee

The Integrated Utility Management Advisory Committee (IUMAC) is a high-level advisory committee established to monitor and provide advice to Metro Vancouver on the implementation of the ISWRMP, the Drinking Water Management Plan, and the Integrated Liquid Waste and Resource Management Plan.

The panel includes up to 15 representatives residing or working in Metro Vancouver with experience and expertise in one or more of the utilities managed by Metro Vancouver. Members will include staff from Metro Vancouver, municipalities, senior government agencies, technical and professional experts, public, and non-governmental and business representatives.

The formation of an IUMAC sub-committee is being considered to allow for more in-depth reporting and exchange regarding specific ISWRMP projects, including new WTE capacity.

7. Supporting Communication Activities

The following activities are proposed to support the engagement and consultation program for Phase 1 and the introduction to Phase 2, and to encourage participation and input:

- development and maintenance of contact databases for all target audiences
- distribution of notification correspondence to all target audiences regarding the new WTE capacity development process and the opportunities to comment
- placements of advertisements region-wide in Metro Vancouver, adjacent regional districts and if required in potential out-of-region communities (mayors and council, staff and public) where a proponent or site owner proposes to develop new WTE capacity for MV, to notify of public meetings, other opportunities to provide input and information on the new WTE capacity development process
- distribution of notification e-mails to individuals and organizations on Metro Vancouver’s regional dialogue database (approximately 6,500) and the new WTE capacity database (approximately 1,300) regarding public meetings and the opportunities to provide input
- advertisement of Metro Vancouver contact information (via phone, fax, letter, email) in all materials
- media relations support
- materials posted on the Metro Vancouver website.
Lois E. Jackson, Chair
Metro Vancouver Board
4330 Kingsway
Burnaby BC V5H 4G8

Dear Mayor Jackson:

I am writing in response to Metro Vancouver’s letter of August 30, 2010, with attached Solid Waste Management Plan (SWMP), the Board resolutions for adopting the SWMP and a summary of Metro Vancouver’s consultation process. A summary of endorsements confirming each member municipality’s commitments was received on March 23, 2011.

Ministry staff have reviewed your submission and accompanying documents. I am satisfied that there has been an adequate public review and consultation process with respect to the development of the new SWMP. The SWMP reflects strategies to address the specific areas of concern identified by Metro Vancouver through the Solid Waste Management Plan review process; however, the SWMP as submitted does not fully meet my requirements. Therefore, pursuant to Section 34(5) of the Environmental Management Act, I hereby approve Metro Vancouver’s SWMP titled, Integrated Solid Waste and Resource Management: A Solid Waste Management Plan for the Greater Vancouver Regional District and Member Municipalities dated July 2010 subject to the following conditions:

1. Metro Vancouver must ensure that any new facility and/or modification to an existing facility managing municipal waste follow a process for authorizing a facility in the SWMP. This process shall include:
   a. Appropriate consultation with the Ministry of Environment;
   b. All new facilities may be required to have a license issued in accordance with the Greater Vancouver Sewerage and Drainage District’s Municipal Solid Waste and Recyclable Material Regulatory Bylaw No. 181, 1996 as amended by Bylaw No. 183, 1996, and any subsequent amendments;
   c. The Ministry of Environment, at the discretion of the Director, may commence the process to issue an operational certificate for a facility, upon authorization under the SWMP; and
   d. If a facility’s only purpose is managing municipal solid waste and/or recyclable materials under a provincial Stewardship Program and/or is already fully governed by a specific provincial regulation or Code of Practice for that industry, it shall be considered authorized by the SWMP.
2. Metro Vancouver must ensure, to the satisfaction of the Director, that the competitive process for establishing any new or upgrading any existing waste-to-energy (W2E) capacity and/or establishing contingency landfill as identified in the SWMP for up to 500,000 tonnes of additional disposal capacity considers the full range of possible options both in and out of region in an equal and fair manner. Furthermore, Metro Vancouver must provide a consultation plan on the selected option(s).

3. Recognizing that the Fraser Valley Regional District (FVRD) and Metro Vancouver share a common and critically important air shed, if Metro Vancouver pursues establishing additional in-region W2E capacity, it shall consult with the FVRD to address air quality concerns prior to beginning construction of a new or expanded facility. As a minimum, Metro Vancouver must establish a working group with the FVRD on the potential impact to the air shed due to additional W2E capacity. The working group may include the local health authority(s) and must, within one year of any Metro Vancouver decision to pursue in-region W2E:
   a. Develop recommendations for W2E emission standards that do not conflict with Provincial or Federal policy and/or legislation;
   b. Develop recommendations for an environmental monitoring program for any new or expanded in-region W2E facility(s);
   c. Establish mitigation measures that address reasonable concerns of the FVRD with respect to additional W2E in-region;
   d. Include any other reasonable related issue agreed to by the parties;
   e. If the parties are unable to reach consensus within the timeframe, they will submit their respective positions to an arbitrator who will render a recommendation and report to the Director for consideration in any concurrent or subsequent regulatory process;
   f. Be supported and resourced by Metro Vancouver; and
   g. Provide quarterly updates to the Regional Manager, Environmental Protection.

4. Metro Vancouver’s Burnaby W2E facility will operate under the conditions set forth in Appendix A until December 31, 2013, at which time, the Director may issue an operational certificate pursuant to section 28 of the Environmental Management Act.

5. Metro Vancouver shall consult with the Ministry of Environment, member municipalities and all other applicable parties in identifying active and closed municipal landfills located within the regional district. Metro Vancouver and its member municipalities shall:
   a. Generate, by December 31, 2012, a list of all known municipal and regional landfills within the region and submit it in the subsequent SWMP biennial report;
   b. Determine the closure status for all landfills identified in (a) above by December 31, 2013;
6. Metro Vancouver shall ensure that methane gas from solid waste management facilities as identified in Strategy 3.2, can be used as an alternative fuel in addition to the provision for generating clean electricity or heat. Processed clean-burning methane may be an alternative vehicle fuel.

7. Any role or function that Metro Vancouver, member municipalities and/or any other party contracted by either the municipality or regional district may offer or deliver for products that are managed within an approved industry product stewardship plan under the Recycling Regulation will be undertaken on a voluntary and independently agreed basis between said parties.

8. Metro Vancouver shall establish a Plan Implementation Dispute Resolution Procedure in accordance with Section 32 of the Guidelines. The Procedure shall be submitted within three months from the date of this letter to the Regional Manager.

9. Metro Vancouver must establish a Plan Monitoring Advisory Committee, or a suitable alternative, to facilitate ongoing public involvement during the implementation of the new SWMP in accordance with Section 35 of the "Guide to the Preparation of Regional Solid Waste Management Plans by Regional Districts," and provide Terms of Reference for this Committee, or alternative, to the Regional Manager within 60 days of approval of the SWMP.

10. Metro Vancouver shall submit, to the satisfaction of the Regional Manager, the following reports:
   a. An SWMP progress report by September 30 of every second year that includes details of Municipal Solid Waste disposed as per Subsection 30 (1) of the Guidelines. The first report must be submitted by September 30, 2013;
   b. The SWMP performance review by September 30, 2016; and

11. Metro Vancouver must include in the five-year performance review report an annual summary of the recovery and/or disposal solution for the nominal 30 percent residuals identified in the SWMP. This summary must include:
   a. Annual actual percentage relative to the performance of the SWMP;
   b. Name and location of each facility receiving the nominal 30 per cent residuals, whether for recovery and/or residual disposal;
c. Annual quantity (in tonnes) sent to each facility;

d. Annual quantity, if greater than 1,000 tonnes, of any consequential residuals from any facility in (c) above (e.g. ash) recycled and/or sent for disposal;

e. Name and location of any facility receiving consequential residuals as per (d) above; and

f. Records of non-compliance to Ministry legislation or other appropriate legislation in the jurisdiction for any facility identified above.

Any new in-province W2E facility and/or landfill must comply with the Environment Assessment Act.

The implementation of this SWMP will require the development of Operational Certificates for the authorization of existing and future municipal solid waste landfills. W2E facilities and possibly other waste management facilities. Ministry staff in our Surrey office will be preparing Operational Certificates based on the detailed operating and environmental protection requirements for the solid waste management facilities specified in the SWMP. The regional plan, together with the required Operational Certificates, will form the basis of the authority to operate these facilities.

In closing, I commend the Metro Vancouver Board and staff on their success in developing a comprehensive SWMP to manage the Greater Vancouver Sewage and Drainage District’s solid waste for years to come by conserving resources, creating new job opportunities and reducing greenhouse gas emissions.

Sincerely,

Jay

Jury Lake
Minister of Environment

cc: John Braman, Regional Manager, Environmental Protection Division, Ministry of Environment
Zero Waste Committee Meeting: November 15, 2012

To: Zero Waste Committee  
From: Paul Henderson, Manager  
Solid Waste Department  
Date: October 23, 2012  
Subject: Manager’s Report

Recommendation:

That the Zero Waste Committee receive for information the report dated October 23, 2012, titled “Manager’s Report”.

1. Metro Vancouver Waste-to-Energy Facility District Energy Opportunities

   Metro Vancouver is exploring the possibility of providing heat from the Waste-to-Energy Facility (WTEF) to several possible nearby properties. Metro Vancouver is examining these options independently and as potential shared users of a heat pipeline (as more users typically improves the business case). The costs of building and running a pipeline would need to be recovered through revenues from operating the system.

   Metro Vancouver is committed to continue exploring ways to beneficially use energy generated at the Waste-to-Energy Facility and will further pursue these opportunities in 2013.

2. BC Hydro EPA for the Waste-to-Energy Facility

   Metro Vancouver is continuing discussions with BC Hydro on the terms of a new energy purchase agreement (EPA) with BC Hydro. Additional meetings are expected to take place in the next few months. The current agreement on purchase of electricity from the WTEF expires in July 2013 so a new agreement needs to be in place by spring to allow approval by B.C. Utilities Commission.

3. Establish a New Beneficial Use for Landfill Gas from Coquitlam Landfill

   Starting in 1993, Coquitlam landfill gas (LFG) was used to fire a boiler at Catalyst Paper Corporation, a nearby business. Catalyst Paper Corporation ceased operations of this facility in 2011. Advances in LFG processing technologies and projected increased LFG production from the recent gas collection system upgrade has created a number of new potentially viable options for using the LFG. Analysis of these options shows that there are a number of beneficial use options that may be economically feasible and therefore likely to generate responses from a Request for Expressions of Interest (RFEOI).

   Metro Vancouver will issue a RFEOI (non-binding process) to identify and assess beneficial use options to convert LFG from the Coquitlam Landfill into useful forms of energy. The outcome of this process could result in direct negotiation with a preferred proponent or issuance of an RFP depending on the number of viable responses to the RFEOI.
4. Regional and Municipal Landfill Inventory

One of the conditions of the approval of Metro Vancouver's Integrated Solid Waste and Resource Management Plan (ISWRMP) was to consult with the Ministry of Environment, member municipalities and all other applicable parties to identify active and closed municipal and regional landfills located within Metro Vancouver. The first requirement of this condition was to "Generate, by December 31, 2012, a list of all known municipal and regional landfills within the region and submit it in the subsequent SWMP biennial report".

Metro Vancouver staff have reviewed available ministry permits, data files, and historical reports on regional and municipal landfills and consulted with all member municipalities to generate an inventory of municipal and regional landfills within the region, which will be submitted to the Ministry of Environment. Metro Vancouver will continue to work with the Ministry of Environment and member municipalities through 2017 to determine the closure status of the documented landfill sites and to ensure that Ministry approved closures are in place and implemented.

5. New WTE Capacity Project – Third Party Expert Panel

Staff reported to the Zero Waste Committee in October with a list of three members of the New Waste-to-Energy Capacity Project Third Party Expert Panel. At that time, the position related to Health Impact Assessment was still pending. Staff is happy to report that this position has been filled by Dr. Paul Gully. Doctor Gully was recommended by the Fraser Health and Vancouver Coastal Health Authorities as an expert in public health issues.

Dr Gully is a public health physician with over 30 years experience, at local, regional and international levels of government, in the prevention and control of illness and the promotion of health in Canada, the UK and globally. Dr Gully has been directly involved in national and international responses to emerging infectious diseases and other critical public health events.

6. Beneficial Use of Bottom Ash in 2013

Bottom ash from Metro Vancouver’s WTEF is currently being used as road construction and daily cover material at the Vancouver Landfill. Metro Vancouver has completed extensive trials in recent years to process bottom ash to achieve a higher value beneficial use, such as concrete aggregate, in accordance with Goal 3.1.5 of the Integrated Solid Waste and Resource Management Plan. The trials have demonstrated that further processing of bottom ash is technically feasible and environmentally beneficial. The next step is to pursue a competitive process for processing bottom ash for higher value beneficial uses and marketing the end products. The competitive process will be completed in 2013 with the goal of entering into an agreement and begin processing of the bottom ash by 2014.

7. Packaging and Printed Paper Stewardship Program Verbal Update:
   Andrew Marr and Andrew Doi

8. Zero Waste Committee 2012 Work Plan

Attached is the updated 2012 Work Plan indicating the quarter that the priority is expected to be considered by the Zero Waste Committee. Completed items are shown in bold.

ATTACHMENT:
2012 Zero Waste Committee Work Plan
### Zero Waste Committee 2012 Work Plan

#### 1st Quarter

**Key priorities**
- Integrated Utility Management Advisory Committee (with Utilities Committee) (ISWRMP requirement)
- Tipping Fee Bylaw amendment to allow organics drop-off and transferring at North Shore Transfer Station
- New Waste-to-Energy Consultation and Procurement Decisions
- Implement Waste Reduction Interventions as MVHC Sites
- 2012 Christmas Campaign Results ‘Create Memories, Not Garbage’
- Reuse/Recycle campaign promoting Metro Vancouver Recycles
- Launch MV Recycles iPhone App

#### 2nd Quarter

**Key priorities**
- FVRD Consultation Strategy for additional Waste-to-Energy capacity
- Regional Data Reporting
- Revise waste flow projections based on most recent information
- Strategy to ensure residual waste delivered to appropriate facility
- Template Municipal Bylaws for mandatory construction/demolition recycling, and for recycling space/access in multi-family and commercial buildings
- Options for alternative beneficial use of Burnaby Waste-to-Energy Bottom ash
- Integrated Solid Waste and Resource Management Plan Implementation update
- Food waste reduction/food scrap collection campaign (organics)

#### 3rd Quarter

**Key priorities**
- Generate a list of all known active and closed municipal and regional landfills located within the region (requirement of ISWRMP approval)
- Transfer Station System Strategy
- Solid Waste by-law amendments to encourage better recovery of resources at private solid waste management facilities and to better recover costs for solid waste regulatory program
- Finalize business case and decide on East Fraser Lands district energy development
- Burnaby Waste-to-Energy B.C. Hydro energy purchase agreement
- Zero Waste Challenge Conference
- National Zero Waste Marketing Council Roundtable
4th Quarter

Key priorities

- Assess and respond to draft Packaging and Printed Material stewardship (EPR) plan (actual timing is dependant on when stewards submit draft plan and MoE makes it available)
- 2013 Tipping Fee Bylaw
  - Phase in organics ban
  - 2013 disposal fees
- Undertake integrated resource recovery (IRR) study for liquid and solid waste in the Vancouver sewerage area
- Establish a new beneficial use for landfill gas from Coquitlam Landfill
- Assessment of regional organics processing capacity
- Assessment of regional DLC waste processing capacity
- Determine shortlist for Waste-to-Energy Proponents
- 2012 Waste Reduction Christmas Campaign ‘Create Memories, Not Garbage’
October 23, 2012

Metro Vancouver Zero Waste Committee
4330 Kingsway
Burnaby, BC
V5H 4G8

Dear Metro Vancouver Zero Waste Committee,

We are writing you today to request your support for two tax incentive proposals that we feel would stimulate charitable food donations to Canada’s food banks while reducing food waste.

In an average month, nearly 900,000 separate individuals receive food from a food bank in Canada, and 38% of those helped are children and youth. Food bank use in our country is 26% higher than it was before the global economic recession of 2008-2009. Nearly 100,000 Canadians each month are helped by a food bank for the very first time.

Though individuals, community groups and businesses have been incredibly generous during the past few difficult years, donations to food banks have not kept up with the increase in demand for their services. In 2011, over a third of food banks reported running out of food, and half of food banks were forced to provide less to each household in order to stretch their resources.

Even before the most recent recession, food banks have consistently struggled to meet the need for their services – the average food bank is only able to provide three to five days’ worth of food, once per month, to those they assist.

Not only do we believe that changes in the way charitable food donations are treated by the tax system would help improve this situation and enable food banks to provide more nutritious food to those in need, we also believe that these incentives would reduce the amount of food waste in public and private waste-management facilities across the country.

Under the current tax system, there is little financial incentive for Canada’s food growers, producers and manufacturers to donate food to a food bank. For example, in most cases, food that is donated to a food bank is treated the same, from a tax perspective, as food that is thrown into a landfill.
Food Banks Canada has developed two proposals to help address this situation. We believe that these tax proposals can help create an incentive for Canada’s food growers, producers and manufacturers to help them donate more to food banks and divert food waste from ending up in landfills.

To that end, we are hopeful that you will consider our request to further examine our two proposals; The Agricultural Tax Credit Plan for Charitable Fresh Food Donations as well as our Tax Incentive Plan for Charitable Food Donations and that you will ask that Federal, Provincial and Municipal governments do the same.

If you have any questions, please feel free to contact me at any time.

Thank you for your consideration.

Sincerely,

[Signature]

Philippe Ozga
Manager of Government Relations
Food Banks Canada
T: 613-863-5818
philozga@foodbankscanada.ca