

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **June 3, 2010**

FROM: **General Manager, Engineering**

FILE: **5360-60**

SUBJECT: **Establishment of an Eco-centre in Surrey**

RECOMMENDATION

The Engineering Department recommends that Council resolve to:

1. Request that Metro Vancouver take all necessary actions without further delay to fulfill their longstanding obligation to the City of Surrey to establish a residential waste disposal/diversion facility (Eco-centre) in Surrey; and
2. Request that the City Clerk forward a copy of this report and the related Council resolution to Metro Vancouver.

INTENT

The purpose of this report is to provide information about Metro Vancouver's (MV) commitment under the existing Solid Waste Management Plan to provide a Residential Drop-off Facility (now called an "Eco-centre") within the City of Surrey and to obtain Council approval in relation to a course of action to achieve such a facility as soon as possible.

BACKGROUND

MV has drafted a new Solid Waste Management Plan (SWMP) to replace the existing plan (referred to as the "1995 SWMP").

With respect to providing waste disposal facilities in Surrey, the 1995 SWMP includes the following:

"The GVRD, in cooperation with the City of Surrey, will provide a transfer station for residual wastes from Surrey that currently go to the Port Mann Landfill. When the Port Mann Landfill closes, the District is required to have in operation a transfer station in Surrey for the handling of waste currently going to the landfill.

1. *It is proposed that a main transfer station be located in the core north-west sector of the City of Surrey; and*
2. *In addition, given the large land area of the municipality it may be advisable to locate a smaller satellite transfer station in the Cloverdale/South Surrey area of the municipality."*

MV fulfilled the first listed requirement (item 1 above) by way of the construction of the Surrey Transfer Station in Port Kells (This facility commenced operation in April 2004).

In December 2001, during the public hearing related to the rezoning of the Port Kells Transfer Station site, Surrey Council agreed to approve the project subject to a number of conditions. One of these conditions was that MV must commit to locate a Residential Drop-off (RDO) facility in Surrey (in accordance with item 2 above) as reflected in the 1995 SWMP (Council's resolution as excerpted from the December 10, 2001 minutes of meeting is attached as Appendix I).

MV agreed in writing to all of the conditions that were stipulated by Surrey Council, including the condition that an RDO facility would be constructed in Surrey. As noted in correspondence dated December 19, 2001 (attached as Appendix II), MV advised that they would establish an RDO facility in Surrey "within the next 3 to 4 years".

In 2003, MV staff advised the City that due to other capital obligations, the Surrey RDO development would be delayed. The Surrey RDO project was subsequently included within MV's longer-term Capital Plan as a 2007 project at a cost of \$1.5 million (Appendix III).

In 2006, MV staff advised Surrey staff that the Surrey RDO project would be further delayed until such time as an updated SWMP was completed and approved. This updating process was initiated in 2006.

In 2008, Surrey staff reminded MV staff of their obligation to establish an RDO facility in Surrey as this project was not included in the initial draft version of the updated SWMP. Staff further advised MV staff that the City of Surrey would not approve an updated SWMP unless the Surrey RDO was either constructed or contained as a component of the updated SWMP. MV staff advised in writing that MV was committed to establishing the Surrey RDO (letter, dated November 7, 2008, from MV attached as Appendix IV).

The draft of the updated SWMP emphasizes greater waste diversion within the Region. As such, the Surrey RDO facility has evolved to place an emphasis on waste diversion rather than waste disposal. Accordingly, the latest version of the draft SWMP includes the construction of an Eco-Centre in Surrey.

The draft Memorandum of Understanding (MOU) between the City of Surrey and MV related to the development of a proposed organics bio-fuel facility on City land adjacent to the Port Kells Transfer Station includes a condition that MV will establish an Eco-centre in Surrey by 2012 (in addition to the bio-fuel facility). Surrey Council supported this condition as part of the MOU by way of a resolution at a Closed Council meeting on February 1, 2010. Staff is presently engaged in negotiations with MV staff in relation to finalizing the MOU.

In January 2010, MV staff and City staff met to discuss the establishment of the Surrey Eco-centre. At that time MV staff advised that the project would be included as a 2011 MV capital project subject to MV Board approval.

At the meeting of the MV Waste Committee on April 7, 2010, MV staff presented a report that discussed the construction of two Eco-centres within the Region: one in Coquitlam to replace an existing regional transfer station and the other in Surrey to meet MV's commitment as per the 1995 SWMP. A copy of the MV report to the Committee is attached as Appendix V.

In considering the report, the MV Waste Committee expressed concern with respect to the establishment of the subject Eco-centres. The issue of equality across the Region was raised by some Committee members. More information was requested as to why Surrey and Coquitlam should receive regionally-funded facilities when other municipalities have established similar facilities on their own including both capital and ongoing operating costs. MV staff has estimated that the capital cost of an Eco-centre to be in the range of \$8 to \$14 million.

The MV Waste Committee referred the matter back to MV staff for more information to be presented at a future Waste Committee meeting.

DISCUSSION

Eco-centre Function

Eco-centres are a one-stop drop off location for residents and small business owners. Drop offs at these facilities can include recyclables, compostables, reusable items and garbage. The main emphasis of such facilities is waste diversion, which is consistent with both the region's draft SWMP and the City's Sustainability Charter goal of achieving a waste diversion rate of 70% by 2015.

The Eco-centre facility will help meet a demonstrated need and demand in Surrey by providing for material diversion that goes beyond what is accomplishable by way of a curbside collection program. Disposable items that are fabricated from wood, glass, metal and plastics that cannot be accommodated within the blue box program can be delivered to this facility and be appropriately recycled into reusable goods. Organic materials such as kitchen and yard waste, as well as hazardous household wastes such as paints and oil, will be accommodated in the design of the facility. In addition, there is potential for incorporating a "Reuse Shop" for the drop-off of reusable items such as electronics, furniture, clothing, etc.

MV is considering the option of operating the Eco-centre facility in partnership with *Extended Producer Responsibility* (EPR) entities such as Encorp, Used-Oil BC, Product Care, etc., for household recyclable materials and with non-profit agencies such as the Salvation Army for reusable items.

LaSalle, Quebec is in the process of completing the construction of an eco-centre facility. An artist's rendering of this facility is attached in Appendix VI. The capital cost of the LaSalle facility was approximately \$8 million.

Requirement for an Eco-centre in Surrey

The 1995 SWMP recognized the need a second waste drop off facility in Surrey in addition to the Port Kells Transfer Station. Such a facility is very justifiable based on the significant population of Surrey and the geographic scale of the City.

The lack of this second facility in Surrey has caused inconvenience to citizens within the western and southern quadrants of the City due to the relative distance that they need to travel to access existing waste facilities either in Port Kells in the northeast corner of the City or at the Vancouver Landfill in Delta. The citizens of these densely populated quadrants of Surrey contribute to the GVS&DD revenue stream and should receive the same consideration as others in MV with respect to access to a waste disposal facility.

The table attached as Appendix VII documents the average distance to a waste drop off facility for residents in each municipality in MV. The residents in Newton and South Surrey must travel significantly farther to such a facility than the residents of other MV member municipalities.

As noted previously in this report, the City is in negotiations with MV regarding the development of an organics bio-fuel facility project. The draft MOU between the City and MV related to this development includes a condition that MV will develop an Eco-centre in Surrey by 2012. Staff's recent review of the City's current and projected population and the level of service provided by MV to other municipalities in the Region, suggests that a case could be made for MV to construct two eco-centres in Surrey in addition to the Port Kells Transfer Station.

CONCLUSION

Based on the above discussion, it is recommended that Council resolve to:

- Request that Metro Vancouver take all necessary actions without further delay to fulfill their longstanding obligation to the City of Surrey to establish a residential waste disposal/diversion facility (Eco-centre) in Surrey; and
- Request that the City Clerk forward a copy of this report and the related Council resolution to Metro Vancouver.

Vincent Lalonde, P.Eng.
General Manager, Engineering

VL/RAC/brb

- Appendix I: Excerpt from the December 10th, 2001 Council Minutes
- Appendix II: December 19th, 2001 correspondence from Metro Vancouver (GVRD) reflecting their commitment to providing a Residential Drop-off Facility in Surrey "in the next 3 to 4 years"
- Appendix III: October 2, 2003 memorandum to Surrey Council regarding Metro Vancouver's (then) plan to establish a Surrey Residential Drop-off Facility in 2007
- Appendix IV: November 7th, 2008 correspondence from Metro Vancouver confirming again their commitment to establish a Residential Drop-off facility in Surrey
- Appendix V: Metro Vancouver Staff Report Presented to the April 7th, 2010 Waste Committee seeking approval to implement an Eco-centre in Surrey and Coquitlam.
- Appendix VI: Artist rendering of the \$7.7 million LaSalle, Quebec Eco-centre Facility presently under construction.
- Appendix VII: Proximately Comparison of Metro Vancouver Waste Disposal Facilities to Various Member Municipalities with over 10,000 Population

APPENDIX I

Excerpt from the December 10th, 2001 Council Minutes

Council Chamber
City Hall
14245 - 56 Avenue
Surrey, B.C.

Monday, December 10, 2001

Time: 7:00 p.m.

Present:

Chairperson - Mayor McCallum
Councillor Villeneuve
Councillor Tymoschuk
Councillor Bose
Councillor Watts
Councillor Hunt
Councillor Higginbotham

Absent:

Councillor Eddington

**Councillors Entering
Meeting as Indicated:**

Councillor Steele

Staff Present:

City Manager
Acting City Clerk
General Manager, Planning &
Development
General Manager, Engineering
General Manager, Parks,
Recreation & Culture
Manager, Area Planning &
Development Division
Manager, North Surrey Section
Manager, South Surrey Section

It was Moved by Councillor Hunt

Seconded by Councillor Tymoschuk

That Council:

1. Direct the GVRD and the City to undertake the road system improvements proposed for 2003 as well as those proposed for 2012 within 5 years.
2. Direct the GVRD to establish a neighbourhood monitoring committee to address the communities on-going concerns.
3. Direct the GVRD to implement a comprehensive pest and rodent management program with regular monitoring throughout the year, as part of the Transfer Station's annual Operating Plan. This should be undertaken by a third party consultant with regular reports to the MOE, the City and area businesses.
4. Direct the City to undertake enhanced litter pickup around Harvie Road and 96 Avenue area.
5. **Direct the GVRD to plan a second residential drop-off facility, as required in the S.W.M.P., for implementation in 3 to 4 years.**

RES.R01-2990 Carried



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

General
Telephone (604) 432-6200
Fax (604) 432-6251

December 19, 2001

CP16-02-006

City of Surrey
14245 - 56th Avenue
Surrey, B.C.
V3X 3A2

Attention: **Paul Ham, P.Eng.**

Dear Paul:

Re: Surrey Waste Transfer Station – Public Hearing

This letter is provided to address the five items included in the City of Surrey Council Resolution at the Public Hearing of December 10, 2001 on the subject of the waste transfer station.

1. We understand that the road improvements identified in the traffic study that was completed by Bunt & Associates were recommended to address background traffic issues unrelated to the additional traffic that may be generated as a result of the transfer station. It is our understanding from Surrey staff that the roads on which traffic upgrades were suggested are roads for which development cost charges (DCCs) were paid, and consequently are the responsibility of the City of Surrey. The GVRD will be paying approximately \$240,000 in DCCs as part of this project, thereby contributing its share towards any improvements.
2. As directed, the GVRD will establish a Neighbourhood Monitoring Committee to monitor the operation of the transfer station. The community will be canvassed for participants and this committee will be established prior to the opening of the facility.
3. The GVRD will establish a program for the monitoring of pests and rodents by a third party.
4. The GVRD will conduct regular litter pickup in the vicinity of the facility, including 192nd Street as far south as 96th Avenue. City of Surrey staff have advised that litter pickup will be increased on Harvie Road, should it be required.

APPENDIX II (continued)

Surrey Waste Transfer Station – Public Hearing

Page 2

5. The Regional Solid Waste Plan indicates that *"given the large land area of the municipality it may be advisable to locate a smaller satellite transfer station in the Cloverdale/South Surrey area of the municipality"*. The GVRD will work with the City to develop a process for the establishment of the second facility in the next 3 to 4 years.

Please call me at 604-432-6379 if you have any questions.

Yours truly,



Ken Cameron
Manager, Policy and Planning

N:\Work\CP Planning and Strategies\CP16 Solid Waste Management Planning\CP:6-02 Solid Waste Management Planning\Surrey Transfer Station\011219 KPC Let-City of Surrey re Public Hearing.doc



INTER-OFFICE MEMO

TO: Mayor & Council
 FROM: General Manager, Engineering
 DATE: October 2, 2003 FILE: 5360-60

5360-60
 03-10-07
 CMC
 G. M. P. S.
 RAC

RE: Update: Surrey Transfer Station Construction & Residential Drop-Off Facility Plans

This is further to Council's recent request for updated information on the above developments.

Surrey Transfer Station Development in North Port Kells

As reported by GVRD staff, construction of the Surrey Transfer Station facility in the North Port Kells industrial park is progressing on target. As of the end of August 2003, the site was developed to 35% completion. At this time, GVRD representatives advise that they anticipate construction to be operational by April 2004, as scheduled. We include a number of site photos that were taken at various stages since the commencement of the facility construction (Attachment A).

Surrey Residential Drop-off Facility

GVRD representatives have advised Engineering staff that the capital costs for the Surrey Residential Drop-Off facility (RDO) are included within their "2003 Capital and Planned Capital Solid Waste Transfer Station System" budget plan (see Attachment B). This plan was approved earlier this year by the Solid Waste Board.

GVRD staff has also recommended that, given the sensitivities surrounding the siting and development processes for waste disposal facilities, the Surrey RDO project will commence at least twelve (12) months following the completion of the main waste transfer station in Port Kells. According to the GVRD, the planned delay between projects will allow time for the public to familiarize themselves with the nature of the Port Kells state-of-the-art facility and its operation which in turn should help to minimize anticipated public concerns relating to a future Surrey RDO project. As reflected in the GVRD's planned capital budget, the Surrey RDO is scheduled for development by 2007, although progression towards this development may occur sooner.

We will continue to provide Council with updates on these developments, as required.

Paul Ham, P.Eng.
 General Manager, Engineering

Attachment

c.c. - City Manager
 - Manager, Operations
 - Contracts & Solid Waste Manager

APPENDIX III (continued)

Program Name: SW-Transfer Station System-Capital

Time Frame

Existing Program: On-going

Description

The regional transfer station system includes six stations which accept residential and commercial waste generated within the region. GVRD transfer station operations are contracted to the private sector and are part of an integrated system of reduce, reuse and recycle (3Rs), landfiling and incineration.

To ensure continued service and performance of the system, this Program will result in the implementation of a number of capital projects over the next several years.

Purpose

To ensure effective operation of the transfer station system through the delivery of capital projects for improvements and enhancements to meet growth and demand for higher service levels.

Output

About 700,000 tonnes of waste and recyclable are received and processed each year.

Outcome

Waste is disposed of in a cost effective and environmentally responsible manner. Opportunities are provided for customers to recycle their wastes.

Milestones

- a) Replace North Shore and Matsqui Transfer Station roof membranes.
- b) Replace Matsqui Transfer Station floor slab.
- c) Replace North Shore Transfer Station site paving.

with traffic lanes and extend recycling yard.
SRI Milestones and Statements

Program Capital Costs	
Actual Costs Prior to 2003	\$225,000
Capital Costs 2003 to 2012	\$8,400,000
Capital Costs after 2012	\$0
Total Capital Costs	\$8,625,000
Estimated Costs	
SW-TransferStnSys-Cap-Langley Transfer Stn-Upgrade-2004	\$500,000
SW-TransferStnSys-Cap-Maple Ridge Transfer Stn-Reconfig-2006	\$1,000,000
SW-TransferStnSys-Cap-Matsqui Transfer Stn-Site Upgrade-2011	\$2,000,000
SW-TransferStnSys-Cap-Matsqui TS Floor Slab Replacement-2003	\$300,000
SW-TransferStnSys-Cap-Matsqui TS Paint Buildings-2006	\$200,000
SW-TransferStnSys-Cap-Matsqui TS Roof Replacement-2003	\$100,000
SW-TransferStnSys-Cap-North Shore Transfer Stn-Bldg Upgrade-2009	\$2,000,000
SW-TransferStnSys-Cap-North Shore TS Roof Replacement-2003	\$200,000
SW-TransferStnSys-Cap-North Shore TS Stage II Site Reconfiguration-2003	\$300,000
SW-TransferStnSys-Cap-North Shore TS Tipping Floor Repairs-2006	\$300,000
SW-TransferStnSys-Cap-Surrey Residential Drop-Off (RDO) Facility-2007	\$1,500,000
Total	\$8,400,000



November 7, 2008

Policy and Planning Department
Tel. 604 432-6375 Fax. 604 436-6970

File: SW-02-02-ST5

Attention: Gerry McKinnon, Manager, Operations
City of Surrey
Engineering Department
14245 - 56th Avenue
Surrey, BC V3X 3A2

COPY

Dear Gerry:

Re: Surrey Solid Waste Facilities

In your letter dated August 27, 2008 you requested an update on the construction of a residential drop-off facility in Surrey.

While the 1995 Greater Vancouver Regional Solid Waste Management Plan does not specifically commit Metro Vancouver to providing a residential drop-off facility in Surrey, we recognize that there was a commitment made several years later as part of the siting and rezoning process for the Surrey Transfer Station. Metro Vancouver intends to continue working with Surrey to fulfil this commitment.

As you are aware, Metro Vancouver is in the midst of reviewing the regional solid waste management plan. As part of this review, Metro Vancouver engaged the services of a consultant to carry out a detailed analysis of the solid waste transfer system. The consultant is examining the existing transfer system and reviewing future requirements. Some of the factors affecting the future requirements of the solid waste transfer system include:

- o The closure of the Coquitlam transfer station in 2011 and the need to replace its capacity.
- o The type and location of future waste processing and disposal facilities for Metro Vancouver, which has not yet been determined.
- o Growth patterns in Surrey, the Township and City of Langley and Maple Ridge.
- o The effect of the new Golden Ears Bridge on solid waste flow patterns.
- o The commitment to construct a residential drop-off facility in Surrey.

A draft of the consultant's report is expected in the first quarter of 2009.

We will work with your staff on the siting of the residential drop-off once the overall solid waste transfer system study is complete.

Yours truly,

Toivo Allas
Manager, Policy and Planning
TA/FN/ms

004700210



metrovancover

Greater Vancouver Regional District • Greater Vancouver Water District

Greater Vancouver Sewerage and Drainage District • Metro Vancouver Housing Corporation

4330 Kingsway, Burnaby, BC, Canada V5H 4G8 604-432-6200 www.metrovancover.org

Waste Management Committee Meeting Date: April 7, 2010

To: Waste Management Committee

From: Ken Carrusca, Integrated Planning Division Manager, Policy and Planning Department

Date: March 15, 2010

Subject: **Proposed Approach for the Establishment of Eco-Centres in Metro Vancouver**

Recommendation:

That the Board approve Metro Vancouver's approach to the implementation of Eco-Centres as one-stop recycling drop-off facilities serving residents and small businesses in the region. The first of these Eco-Centres will be developed in Coquitlam and Surrey.

1. PURPOSE

To obtain Board approval to establish a number of Eco-Centres accepting recyclable materials, materials covered by Extended Producer Responsibility (EPR) programs, and small loads of refuse and food scraps. The first of these Eco-Centres will be developed in Coquitlam and Surrey.

2. CONTEXT

The Zero Waste Challenge aims to divert 70% of waste from disposal by providing more opportunities for the public to reduce, reuse, and recycle materials.

To meet these needs, a component of the draft Integrated Solid Waste Resource Management Plan proposes that Metro Vancouver establish Eco-Centres across the region, at locations determined by business cases. The draft Metro Vancouver Action Plan for 2010, presented to the Waste Management Committee on March 17, 2010, identifies setting up the first Eco-Centre as a priority. An Eco-Centre is a staffed 'one-stop' facility at which residents can recycle all common 'blue box' materials, materials covered by Extended Producer Responsibility (EPR) programs, and organic wastes (such as yard trimmings, wood and food scraps). Eco-Centres also accept small loads of residual waste for disposal. Two examples of Eco-Centres are shown in Appendix A.

Metro Vancouver staff recommends that the first Eco-Centres be established in Coquitlam and Surrey for the following reasons:

- The replacement of the Coquitlam Transfer Station provides an opportunity to separate small vehicles from larger commercial trucks to make the replacement transfer station safer, more efficient, and easier to site on a smaller parcel of land.
- The commitment to establish a recycling depot in South Surrey is part of the existing 1995 Solid Waste Management Plan. The new draft Plan proposes to revise this to an Eco-Centre to enhance recycling in this community.

APPENDIX V (continued)

Proposed Approach for the Establishment of Eco-Centres in Metro Vancouver

Waste Management Committee Meeting Date: April 7, 2010

Page 2 of 2

Metro Vancouver proposes to work with municipalities and industries to support the establishment of additional Eco-Centres in the region. The draft Plan notes that Metro Vancouver will work with interested municipalities and industries to determine how to integrate additional Eco-Centres into the system of transfer stations, municipal recycling depots, and initial Eco-Centres. This could involve the establishment of new facilities or the expansion of existing municipal recycling depots to accommodate all materials accepted in the Eco-Centre model.

3. ALTERNATIVES

The Board may:

- a. Approve Metro Vancouver's approach to the implementation of Eco-Centres as one-stop recycling drop-off facilities serving residents and small businesses in the region. The first of these Eco-Centres will be developed in Coquitlam and Surrey.
- b. Approve Metro Vancouver's approach, but wait until full approval of the new Integrated Solid Waste and Resource Management Plan before initiating work on any new Eco-Centres.

Staff recommend alternative (a).

4. CONCLUSION

The Zero Waste Challenge aims to divert 70% of waste from disposal by providing more opportunities for the public to reduce, reuse, and recycle materials.

The draft Integrated Solid Waste Resource Management Plan proposes that Metro Vancouver establish Eco-Centres across the region, as a key initiative towards increasing the diversion of waste from disposal. The draft Metro Vancouver Action Plan for 2010, presented to the Waste Management Committee on March 17, 2010, identifies setting up the first Eco-Centre as a priority.

Staff seek approval of the strategy to establish initial Eco-Centre facilities in Coquitlam and Surrey.

Attachment:

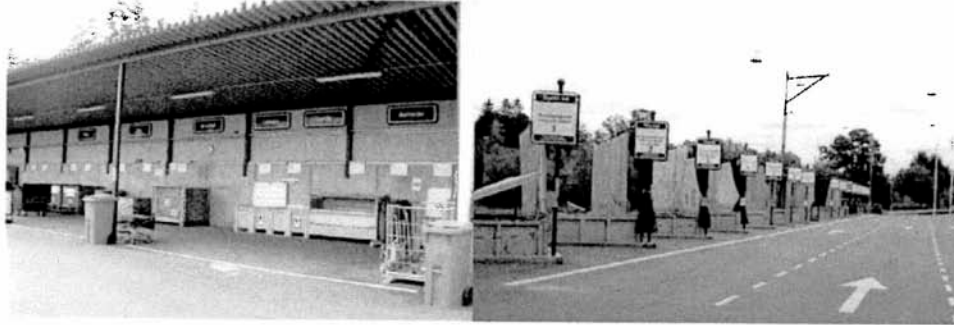
Examples of Eco-Centres

APPENDIX V (continued)

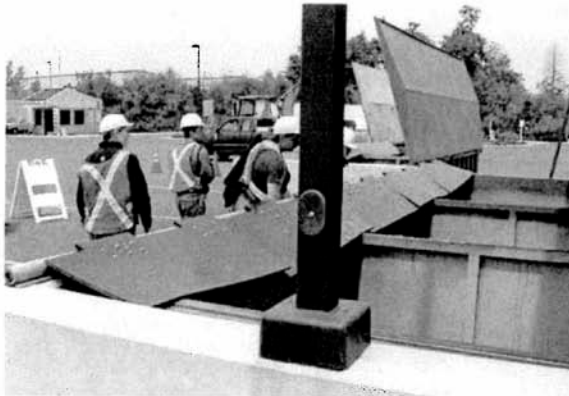
5.3 Attachment

Examples of Eco-Centres

1. Linköping, Sweden



2. Snohomish County, Washington



APPENDIX VI

LaSalle, Quebec \$7.725 million Eco-Centre Facility (under construction)



APPENDIX VII

Proximately Comparison of Metro Vancouver Waste Disposal Facilities to Various Member Municipalities with over 10,000 Population

Population Rank	Municipality	Population	Area (Sq km)	Nearest MV Waste Facilities	average driving distance to nearest TS facility (kms)	rank by travel distance
6	Coquitlam	121,452	152	Coquitlam	6.0	1
11	New Westminster	58,549	15	Coquitlam	6.0	1
14	North Vancouver City	45,165	12	North Shore	6.0	1
1	Vancouver	578,401	114	Vancouver/North Shore	6.6	2
12	North Vancouver District	82,562	160	North Shore	8.0	3
19	Pitt Meadows	17,410	85	Surrey Port Kells	8.0	4
3	Burnaby	216,336	99	Coquitlam/N. Shore/Vancouver	8.4	5
10	Maple Ridge	68,949	265	Maple Ridge TS	9.0	6
13	Port Coquitlam	55,375	29	Coquitlam TS	9.5	7
4	Richmond	174,461	130	Vancouver TS	10.0	18
16	Port Moody	27,512	26	Coquitlam TS	10.0	9
7	Delta	101,668	183	Vancouver Landfill	10.5	10
17	Langley City	23,606	10	Surrey Port Kells	11.0	11
8	Langley Township	93,726	307	Surrey Port Kells/Langley RDO	11.5	12
2	Surrey (entire City)	480,000	318	Surrey Port Kells	12.6	13
15	West Vancouver	42,131	87	North Shore TS	13.5	14
5	*Surrey (Newton Area)	121,559	41	Surrey Port Kells	17.0	15
9	**South Surrey Area	74,336	51	Surrey Port Kells	19.1	16
18	***White Rock	18,755	5	Surrey Port Kells	21.0	17

Notes:

- * Average distance from the Newton Area to Vancouver Landfill is 16 km
- ** Average distance from South Surrey to Vancouver Landfill is also 19 km
- *** Average distance from White Rock to Vancouver Landfill is also 21 km