



**STAFF REPORT
ACTION REQUIRED**

Residual Waste Working Group 2009 Annual Report

Date:	March 31, 2010
To:	Public Works and Infrastructure Committee
From:	General Manager, Solid Waste Management Services
Wards:	All
Reference Number:	p:/2010/swms/April/009PW

SUMMARY

The Residual Waste Working Group (“RWWG”) Terms of Reference, approved by City Council in November 2007, require an annual status report submitted jointly with the General Manager of Solid Waste Management Services. This annual report summarizes RWWG work and activities in 2009.

RECOMMENDATIONS

The General Manager, Solid Waste Management Services recommends that:

1. The Public Works and Infrastructure Committee receive for information the following 2009 Annual Report prepared jointly by the Residual Waste Working Group and Solid Waste Management Services staff;
2. The Public Works and Infrastructure Committee receives the presentation by the Residual Waste Working Group Chair.

Financial Impact

There are no immediate financial impacts arising as a result of this report.

DECISION HISTORY

RWWG was convened after City Council adopted the recommendations contained in PW10.11 “Transition from CEAT to the 3Rs Working Group and Residual Waste Working Group” at its meeting of November 19 and 20, 2007.

City Council Decision Document can be viewed at:

<http://www.toronto.ca/legdocs/mmis/2007/cc/decisions/2007-11-19-cc14-dd.pdf>

The report can be viewed at:

<http://www.toronto.ca/legdocs/mmis/2007/pw/bgrd/backgroundfile-7848.pdf>

RWWG Terms of Reference can be viewed at:

<http://www.toronto.ca/legdocs/mmis/2007/pw/bgrd/backgroundfile-7849.pdf>

ISSUE BACKGROUND

As per Section 13 of the RWWG Terms of Reference, the RWWG shall submit an annual status report jointly with the General Manager of Solid Waste Management Services to the Public Works and Infrastructure Committee detailing:

- issues, achievements and challenges during 2009;
- membership changes, if any;
- consultation activities undertaken, including but not limited to, meetings with the public and stakeholders, focus groups or phone polls and references to the resulting feedback received;
- meetings with vendors or lobbyists; and
- goals and plans for the upcoming year.

COMMENTS

1. Issues, Achievements and Challenges

The RWWG is a group of eight (8) citizens that work with City staff and consultants to advise on the management of the City's residual waste, i.e., the waste that remains to be disposed after recyclables and organics have been diverted from the waste stream at source. The RWWG provides and facilitates citizen input, collaboration, outreach and consultation as well as working with other waste management committees and groups at the City. The RWWG reports independently to the Public Works and Infrastructure Committee of Toronto City Council.

During 2009, a Residual Waste Planning Study was completed (i.e., Work Package 1 & 2 - May 2009 and Work Package 3 - August 2009) by consultants (Golder Associates Limited) to the City, with the direct and ongoing involvement of the RWWG. The study aimed to select a preferred technology and site for the diversion of approximately 8% of the City's waste to help meet the 70% diversion target in the City's "Getting to 70" Plan. After review of seven (7) potential waste diversion technologies, the study recommended

a Mechanical Biological Treatment (MBT) process with a preference for anaerobic digestion. From a list of 12 potential sites, the preferred location is on City-owned property adjacent to Toronto's Green Lane Landfill in Southwold Township, Ontario, approximately 210 km from Toronto. The study also contained a Health Impact Assessment (HIA) screening and a Life Cycle Analysis (LCA) – both included for the first time in the City's waste management studies. The RWWG assisted in the design, review and consultations during the 2009 studies and has continued to be involved with these efforts going forward during the preliminary procurement efforts during the latter part of 2009.

Completion of the residual waste planning study during 2009 was a significant milestone, being that it was the primary effort and focus of the RWWG membership agreements (dated February-April, 2008) that were developed in conjunction with the Terms of Reference (PW10.11 – November 19-20, 2007 City Council Meeting).

2009 proved to be an eventful and challenging year for waste management in Ontario and Toronto. The Province is proposing new compost guidelines for Ontario with significant implications for Toronto's future processing of residual waste. The Ontario Ministry of Environment has embarked on a paradigm shift that will result in shifting the responsibility and management for waste diversion to producers. The municipal workers' strike during the summer of 2009 and associated media attention resulted in continuing focus on the City's waste management activities. These and other emerging issues have been monitored by the RWWG and in certain cases resulted in recommendations, included in this report, to the City, for the future.

This report includes a list of sixteen (16) specific recommendations from RWWG for 2010 including general recommendations on waste facilities and policy; and specific ones for Green Lane landfill, projects by the City, and projects at the University or College level in collaboration with the City. The recommendations have been included in Appendix A to this report.

Overall, RWWG concludes that it had a productive year in 2009. The City continues to work collaboratively with citizens and other stakeholders on waste management issues, including through community and stakeholder engagement and consultation. Diversion from disposal continues to be a priority for the City for the future. Health impact assessment and collaboration with Toronto Public Health have become integral features of the City's waste management activities. RWWG looks forward to continuing its citizen-focused involvement with and collaboration on these activities during 2010.

2. Membership Changes

In January 2009 the RWWG consisted of the original eight (8) Toronto residents identified in Item 15 of the Terms of Reference approved by Council (November 19-20, 2007). During the course of 2009, there were no changes in membership, as there was no change in membership through 2008.

3. Meetings, Communications and Consultation with the Public

During 2009, the RWWG held ten (10) regular meetings and an afternoon/evening retreat (Metro Hall - May 26, 2009). The July and August regular meetings were cancelled due to the labour disruption. All regular meetings were open to the public. Agendas, minutes and presentations from each of the meetings are posted on the following RWWG website <http://www.toronto.ca/garbage/rwwg/meetings.htm>

The RWWG Chair provided an update presentation to Public Works and Infrastructure (PW&I) Committee at the February 3, 2009 meeting. The presentation provided an overview of achievements during 2008 (detailed in 2008 Annual Report filed with PW&I Committee Members during February 2009) and goals for 2009. The presentation and 2008 Annual report are posted for February 2009 efforts at the following RWWG website:

<http://www.toronto.ca/garbage/rwwg/index.htm>

During September 2009, RWWG participated with City of Toronto Public Consultation Unit led efforts in preparing for public open houses (September 29 & 30, 2009) in the Township of Southwold. The SWMS General Manager provided an update on the Mixed Waste Planning Study results, public open house efforts and next steps concerning procurement to the Source Separated Organics (SSO) and Recycling Infrastructure Committee as part of the October 6, 2009 PW&I Committee meeting.

4. Meetings with Vendors, Lobbyists, Stakeholders and Media Interviews

The RWWG did not meet with any vendors or lobbyists in 2009.

RWWG members met with various stakeholders and community groups regarding the Mixed Waste Planning Study, and currently operating waste processing facilities including:

- Edmonton Waste Management Centre – Mixed Waste Processing Facility Operations and end product management – Site Visit. June 8 & 9, 2009. Site visit organized by SWMS staff (Policy & Planning, Transfer & Disposal) and attended by Green Lane Landfill Public Liaison Committee (PLC) representatives, First Nation PLC representatives and RWWG members.
- Dufferin Organic Processing Facility – October 26, 2009. Consultants representing Los Angeles and San Jose Municipalities had requested a tour of a successfully operating anaerobic digestion (AD) facility. The RWWG Chair was able to join with SWMS staff and the Californian Consultants for the site visit.
- Ministry of the Environment (MOE) Waste Policy Public Consultation on proposed updated compost standards. Public session was planned for December 2009 and was rescheduled/ held during 2010. RWWG members were able to attend the public consultation meetings, along with SWMS staff, and the meeting

attendance facilitated subsequent RWWG comments (to MOE) (during February 2010) on the proposed updated standards.

- Integrated Stakeholder Working Group (ISWG) meetings were held during 2009 (March, June, September and December) and the RWWG were represented by the Chair and/or Co-Chair to provide updates to ISWG on the RWWG and SWMS efforts on the mixed waste planning study and preliminary procurement efforts.
- RWWG and SWMS attended a 3RWWG meeting (November 5, 2009) and provided an update on the results of the mixed waste planning study and preliminary procurement efforts to obtain input and feedback from this informed stakeholder group.

5. RWWG Goals and Plans for 2010

During the final 2009 RWWG meeting, SWMS staff discussed with RWWG members that original mandate has been satisfied, as the group was formed to participate with the residual waste study, which is now complete. SWMS indicated an interest for RWWG to remain a part of the mixed waste processing procurement process and so the group's mandate needs to be revised to reflect their continuing role in the project's on-going efforts with the project consultant (Golder Associates Limited). SWMS and RWWG joint efforts, including input from SWMS and purchasing legal advisors, are continuing in an effort to develop an amended agreement that can be taken forward to May PW&I Committee and City Council. Included in the amended agreement will be the standard condition that the work group mandate and agreement are revisited and subject to City Council continued support following the upcoming 2010 Municipal Election/City Council change.

The following are RWWG objectives going forward, pending completion of the membership agreement update efforts:

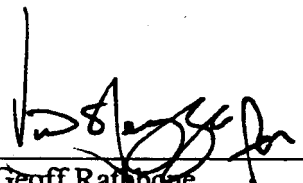
- collaborate with local stakeholders to share information;
- continue to provide a City of Toronto web presence for the RWWG;
- continue to explore different management initiatives for different and new waste streams;
- continue to hold public meetings and pursue e-communications for group work;
- encourage minimization of waste within the ABCDs of Toronto;
- investigate the potential for linking the 311 City site with a report line for waste and advertise this to the residents of Toronto;

- initiate a public education/awareness program on residual waste and its “true” costs;
- continue to monitor the progress of the MOE proposed changes to Compost Guidelines and the *Waste Diversion Act, 2002*;
- involve the academic community on assorted studies;
- continue to ensure that site vicinity stakeholders are involved in assessments, facility design and on PLC;
- continue e-communications to effectively fulfill our mandate;
- continue to participate, to the extent allowed by City Policies, in the mixed waste processing Request for Pre-Qualifications (RFPQ), Request for Outline Solutions (RFOS) – if required and Request for Proposal (RFP) processes

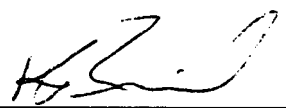
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SIGNATURE



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 General Manager
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ATTACHMENT

Appendix A – RWWG Recommended Policy and Facility Recommendations for 2010

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General Waste Facility Recommendations

Recommendation 1:

Encourage the City to initiate the search for, assess and where feasible, acquire properties within its geographical boundaries that are suitable for residual waste management initiatives. This includes the assessment of currently-owned City properties held by other departments and properties held by different levels of government.

General Policy Recommendations

Recommendation 2:

Continue to allow residents to make use of plastic bags in their green bin. Although the contaminated plastic bags become residual waste, prohibiting residents from using them would result in a greater quantity of residual waste, as it would most likely deter many citizens from making use of their green bin altogether.

Recommendation 3:

Continue to implement all the measures outlined in the City's Getting to 70 Plan, in particular, the interdepartmental transfer of funds that facilitate the hiring of by-law enforcement officers to act as an effective deterrent and enforcement mechanism to enforce key waste diversion measures (e.g., mandatory participation in recycling and composting programs).

Recommendation 4:

Health Impact Assessments be conducted on City residual waste projects that affect the environment and local communities.

Green Lane Landfill Public Liaison Committee and Local Community Specific Recommendations

Recommendation 5:

In their comments to the RWWG, the Green Lane Public Liaison Committee (PLC) has requested that a separate Public Liaison Committee be set up under the name of Green Lane Resource PLC.

The RWWG recommends that this be done as soon as conveniently possible to begin a formal liaison process with the community on all issues related to the facility, and in particular on the following issues:

- odour;
- traffic volumes;
- property value plan;
- local employment opportunities;

- mitigating measures relating to run-off/groundwater contamination during construction and operation.

The Green Lane PLC has suggested that the new committee be comprised of their current membership plus two new members from residents in the vicinity of the proposed facility. The RWWG supports this recommendation.

Recommendation 6:

Develop a hierarchy for the waste to be processed at the mixed waste facility and disposed at the Green Lane Landfill to ensure that Toronto's waste is given priority over another municipality or contractor (fees may be adjusted accordingly). For example, the treatment hierarchy could be: City of Toronto waste, host community: local municipality and First Nations waste and finally, municipality X or contractor Y.

Recommendation 7:

Ensure a local employment provision with specific numbers (e.g., 3 full time equivalents) is included in the contract for operation and/ or construction of the MBT facility and its components.

Recommendation 8:

Involve local stakeholders (e.g., the Green Lane Landfill PLC and soon to be constituted Green Lane Resources PLC and First Nations and in the design of the facility).

Recommendations on Diversion Initiatives to be undertaken by the City in 2010 and the future

Recommendation 9:

Initiate a public education programs on role of the proposed MBT facility and its relation with the other waste programs within the City of Toronto.

Recommendation 10:

Conduct a series of waste audits on:

- a) all residual waste received at the transfer stations;
- b) self-haul waste at transfer stations;
- c) residues from MRF and SSO processing facilities;
- d) ABCD waste;
- e) compliance audit of single family, multi family, ABCD for waste sorting.

Recommendation 11:

Initiate public education and community involvement programs (i.e., summer student employment) at Green Lane – e.g., wetland stewardship.

Recommendation 12:

Conduct a full cost accounting of the proposed MBT facility in comparison with a “do nothing” or landfill only option.

Recommendations on projects to be undertaken at a University or College in collaboration with the City

Recommendation 13:

Complete a research project on the treatment of residuals and residues in other jurisdictions.

Recommendation 14:

Undertake research on the feasibility of incorporating LEED design elements into the mixed waste facility, based on experiences in other jurisdictions at the final design incorporates environmental benefits where possible e.g. solar energy, waste water run-off collection and reuse in process, minimization of noise, dust and odour.

Recommendation 15:

Initiate research on market development for Compost A and Compost B.

Recommendation 16:

Undertake research on uses and markets for process residues.