



STAFF REPORT ACTION REQUIRED

Solid Waste Management Services – Long Term Waste Management Strategy Progress Report – Q1 2015

Date:	December 9, 2014
To:	Public Works and Infrastructure Committee
From:	General Manager, Solid Waste Management Services
Wards:	All
Reference Number:	P:\2015\Cluster B\SWM\January\001PW (AFS#20292)

SUMMARY

The purpose of this staff report is to provide a status update on the development of the Long Term Waste Management Strategy (Waste Strategy). Updates will be provided to Committee and City Council as the Waste Strategy progresses during 2015. The outcome of the work is to have a Council approved Waste Strategy to guide decision making on how the City's waste will be managed over the next 30-50 years. An initial update report was provided to the Public Works and Infrastructure Committee in June 2014 and this second report provides an update on the work completed since then.

In the Summer and Fall of 2014, staff continued to educate and engage stakeholders and the public on the development of the Waste Strategy. These activities included: hosting Public Information Centres; conducting Stakeholder Advisory Group meetings; engaging Key Stakeholders; attending community outreach events; and encouraging online engagement through an improved project website and online survey. Concurrently, the project team has continued their work on developing a Current Waste Profile and Needs Assessment and have started to identify the Options to Address Needs.

In the first half of 2015, Phase 2 of the consultation process will commence and seek feedback from stakeholders and the public on a list of potential options to enhance reduction and diversion and to manage residual waste. Feedback will also be sought on proposed screening criteria. The project team will finalize the Current Waste Profile, the Needs Assessment, and the identification, research, and review of options to address Toronto's waste management needs.

RECOMMENDATIONS

The General Manager, Solid Waste Management Services, recommends that:

1. The Public Works and Infrastructure Committee receive this report for information.

Financial Impact

Funding is available in the approved 2014 and 2015 Capital Budget of Solid Waste Management Services under the project Long Term Waste Management Strategy (Account CSW013-01-01). There are no other incremental financial impacts as a result of this report.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting of March 19, 2013, Public Works and Infrastructure Committee, Item PW21.1 entitled “Long Term Waste Management Strategy” requested the General Manager, Solid Waste Management Services, to report to the Public Works and Infrastructure Committee on June 19, 2013 with the proposed terms of reference and process for the development of a Long Term Waste Management Strategy, including the proposed principles, scope, statement of work, key deliverables, consultation, costs and timelines of the study, prior to initiating the Request for Proposal for a consultant.

Public Works and Infrastructure Committee Decision document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW21.1>

At its meeting of July 16, 17, 18 and 19, 2013, City Council considered Item PW24.3 entitled “Long Term Waste Management Strategy – Terms of Reference” and adopted, among other items, the Terms of Reference as outlined in the June 4, 2013 staff report from the General Manager, Solid Waste Management Services as amended, and requested the General Manager, Solid Waste Management Services, to report back to the Public Works and Infrastructure Committee with updates on development of the Long Term Waste Management Strategy at key milestones, and that the resultant final draft Long Term Waste Management Strategy be submitted to City Council for approval.

The City Council Decision Document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW24.3>

At its meeting of October 21, 2013, the Public Works and Infrastructure Committee considered Item PW26.7 entitled “Results of Request for Proposal No. 9119-13-3146 Contract for the Long Term Waste Management Strategy” and authorized the General

Manager, Solid Waste Management Services to enter into an agreement with HDR Corporation for the development of the Long Term Waste Management Strategy.

The Public Works and Infrastructure Committee Decision Document can be viewed at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW26.7>

At its meeting of June 18, 2014, Public Works and Infrastructure Committee considered Item PW32.20 entitled “Update on the Development of the Long Term Waste Management Strategy”.

The Public Works and Infrastructure Committee Decision Document can be viewed at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PW32.20>

ISSUE BACKGROUND

The City of Toronto has a target of 70% diversion of waste from landfill by 2016. While waste diversion efforts to date have been successful, this target will not be achieved and is currently 54% (2014 projected). Based on the current diversion rates, the Green Lane Landfill will have capacity to approximately 2029. However, there will still be a need for future disposal capacity beyond that date. The purpose of the Long Term Waste Management Strategy is to look at ways to improve waste diversion and explore other long-term measures for managing the City’s waste beyond 2029.

Solid Waste Management Services initiated the development of a Long Term Waste Management Strategy for Toronto which will guide the Division’s decision-making for the next 30 to 50 years. Through a competitive procurement process, HDR Corporation was hired to assist with the research, development and drafting the City’s Waste Strategy. The Strategy will examine options for the management of Toronto’s waste for the next 30 to 50 years and will recommend waste management policies and programs, including how to manage our remaining garbage even after reduction, reuse, and recycling.

At its meeting on July 16, 17, 18 and 19, 2013, City Council requested, among other items, that the General Manager, Solid Waste Management Services, report back to the Public Works and Infrastructure Committee with updates on the development of the Long Term Waste Management Strategy at key milestones. This report provides the second update.

COMMENTS

Table 1 outlines the current estimated timelines for completion of the following tasks: consultant deliverables, public and stakeholder consultation, and reports to the Public Works and Infrastructure Committee and City Council.

Table 1: Tasks and Estimated Completion

Tasks for the Long Term Waste Management Strategy		
Tasks	Responsibility	Estimated Time Line
Consultant Deliverables		
1. Stakeholder and Public Consultation and Communications Plan	HDR	Completed
2. Document Current Waste Management Profile	HDR	March 2014 - January 2015
3. Needs Assessment	HDR	June 2014 - February 2015
4. Identify Options to Address Needs	HDR	November 2014 - February 2015
5. Screen Options and Identify Recommended Options	HDR	February - July 2015
6. Preparation of the Long Term Waste Management Strategy	HDR	July - November 2015
Public & Stakeholder Consultation*		
Round 1 - Overview of the Strategy's purpose, options, timeline and opportunities for public involvement and background City's waste management programs and challenges information	City staff & HDR	Completed
Round 2 - Feedback on potential options to enhance reduction and diversion and to manage residual waste and screening criteria	City staff & HDR	Winter-Spring 2015
Round 3 - Feedback on the draft Strategy and implementation actions	City staff & HDR	Fall 2015
Report to Public Works and Infrastructure Committee		
Update Report to Public Works and Infrastructure Committee: summary of Round 1 public consultation activities, deliverable 1	City Staff	June 18, 2014
Update Report to Public Works and Infrastructure Committee: deliverables 1 & 2	City Staff	January 2015
Update Report to Public Works and Infrastructure Committee: preparation for Round 2 public consultation activities, deliverables 3 & 4	City Staff	Spring 2015
Update Report to Public Works and Infrastructure Committee: preparation for Round 3 public consultation activities, deliverable 5	City Staff	Summer 2015
Report to Public Works and Infrastructure Committee with draft Strategy: deliverable 6	City Staff	Fall 2015

*Each round of public and stakeholder consultation will include: Councillor engagement, Stakeholder Advisory Group meetings, Public Information Centres, Key Stakeholder Meetings, community outreach events, and online engagement.

Deliverable 1: Stakeholder and Public Consultation and Communications Plan

Solid Waste Management Services is committed to developing the Strategy in consultation with the community and stakeholders, so that the Strategy considers public concerns, ideas and feedback.

In Spring 2014, a detailed Public Consultation Plan was developed by the Project Team (Solid Waste Management Services staff and consultants) and presented in the June 2014 Staff Report to Public Works and Infrastructure Committee.

This Staff Report provides an update on the Consultation and Communication activities that occurred since the June 2014 Staff Report.

Stakeholder and Public Consultation Activities

- *City Council Engagement*

Solid Waste Management Services staff prepared and submitted a Long Term Waste Management Strategy Briefing Note for the new Mayor and Members of City Council. The Briefing Note outlined the purpose of the Strategy, project timelines, deliverables, stakeholder consultation and communication, implications, current and next steps, and links to additional information.

Members of City Council will continue to be kept up to date on the project progress for the duration of the development of the Strategy.

- *Stakeholder Advisory Group*

A Stakeholder Advisory Group has been established to provide advice and feedback to the Project Team at key points in the development of the Long Term Waste Management Strategy. The group consists of key stakeholders with broad representation from various waste generators and those with an interest in the waste that is managed by the City. Members represent the following sectors: small business, environment, education and academia, multi-residential, social planning, waste industry representatives, and retail.

Since June 2014, the Stakeholder Advisory Group has met four times to receive information and discuss a variety of issues, such as: the Division's mission, budget, assets, customers, programs and operations; an overview of the first 3Rs (reduce, reuse, recycle); an overview of the remaining two "Rs" (recovery, residual); and guiding underlying principles for the Strategy. It is anticipated that the Stakeholder

Advisory Group will continue to meet monthly for the duration of the development of the Strategy.

- *Public Information Centres*

The first round of Public Information Centres was held on June 9, 16, 17 and 18, 2014. The intent of the meetings were to provide background information on the City's waste management programs and challenges as well as present an overview of the Strategy's purpose, options, timeline and opportunities for public involvement. The format was an informal open house, consisting of five stations. Each Station was set up in a panel display format and included an interactive component and staff to answer questions, log feedback, and encourage engagement.

Approximately 90 people attended the four Public Information Centres. More than half of attendees completed surveys and nearly 200 written comments were received at four interactive station panels. At each of the four interactive panels, feedback was sought on a particular question. Outlined below are the questions and some highlights of the participant responses at the interactive panel stations.

Question 1: What is the most common item you use that you wish you could recycle?

Participants wished the following items could be recycled: coffee cups; food packaging (e.g. chip bags); black bottom takeout containers; unusable shoes; other plastic bags (e.g. milk bags); and single use coffee discs/pods.

Question 2: Tell us what is important to you in developing Toronto's Waste Strategy.

Participants indicated the importance of: product lifecycle responsibility for manufacturers (e.g. from cradle to grave); an easy-to-use system so people will participate; markets to sell/reuse recyclables; educational outreach and workshops in schools; more accessible green bins; less packaging; and more waste programming and monitoring for the multi-family sector.

Question 3: Write down your ideas on how to reduce and reuse more.

Participant suggestions for reduce and reuse included: donating gently used clothing and shoes to second hand shops; purchasing second hand items when possible; not upgrading a cell phone as often; partnerships with non-profits, businesses and organizations to reduce and reuse waste; promote stores/businesses that accept un-wearable or damaged textiles; take used items to applicable places (e.g. the Textile Museum accepts donated yarn); and reusable produce bags, travel mugs, and water bottles.

Question 4: Thinking 50 years from now, how should the city's waste be managed? Did we miss anything? If so, write down what you think the City should consider as part of the Waste Strategy.

At the final station, participants indicated how they believe the City's waste should be managed. The responses included the following: all restaurants should be required to use green bins and compostable/recyclable take out containers; require buildings to have the infrastructure to facilitate using the blue and green bins better; a goal of zero waste; waste to energy options; and more inclusive education (e.g. consider language barriers).

- *Key Stakeholder Meetings*

In September 2014, staff mailed 112 letters to identified key stakeholders advising about the Strategy and that staff will engage them during the development of the Strategy. Letters were sent to the Ministry of the Environment and Climate Change (e.g. Waste Management Policy Branch), multi-residential sector associations (e.g. Greater Toronto Apartment Association), related non-profits (e.g. Habitat for Humanity), ratepayer associations, and idea incubator groups (e.g. Centre for Social Innovation). Stakeholder meetings will be held throughout 2015, which will offer staff an opportunity to solicit stakeholder-specific feedback on the options under consideration.

Staff have initiated discussions with the Green Lane Landfill First Nations communities and Public Liaison Committee, encouraging them to visit the project website, and to become engaged in the development of the Strategy.

- *Community Outreach Events*

Staff conducted community outreach at several special events to inform residents about the development of the Strategy. Events included Fresh Wednesday's, Tasty Thursday's, local farmers markets, the Live Green Toronto Festival, and an international students' festival. In addition to providing information at Community Environment Days held in late Spring and early summer, staff attended 24 events and engaged nearly 2,000 people.

- *Communication and Engagement Tools*

For the first round of public consultation, a project survey was created and made available on-line and hard copy for public comment from June – October 2014. The survey had six sections requested comments about:

- Awareness and satisfaction with Toronto's current waste management system;
- Participation in the City's diversion programs; and
- Ideas to address future needs.

In total, 460 responses were received. The following points summarize some highlights from the survey responses.

- 83% of respondents use the annual collection calendars and 50% use 311 to stay informed of our programs and services.
- 70% of respondents have not been to a drop-off depot in the last year. Reasons why they didn't go included:
 - wait for Community Environment Day;
 - don't have a car or transportation access;
 - make alternative arrangements for their waste.
- 35% have been to a Community Environment Day; the main reason for attending is to drop off items for reuse, recycling or safe disposal.
- Some items that residents wish they could recycle, but currently throw out include:
 - "more plastics" – 53 times;
 - "plastic wrap" – 52 times;
 - "coffee cups" – 45 times.
- When asked what would make it easier for residents to manage their waste, the main responses were:
 - less retail packaging (major response);
 - having green bin in their multi-residential unit;
 - separated chutes in multi-residential buildings;
 - provide more information on what and how to recycle.

The survey information will be useful in assessing what programs and services may require more promotion or improvement, address any barriers that may prevent people from fully participating in any of the services, and may offer some insight into researching innovative waste diversion options and which criteria (e.g. service, cost, environment, etc.) are important to people when it comes to managing waste in the future.

The project website (www.toronto.ca/wastestrategy) has been redeveloped for ease of use and to create interest and excitement in the Strategy. The website is more intuitive, user-friendly, and visually appealing.

During Waste Reduction Week in October 2014, Solid Waste Management Services held a Lunch & Learn for City staff, which provided an overview of the Strategy and City reduction and reuse programs. A few local and international community-led waste reduction programs were also explored, such as Repair Café, Tool Library, Bike Share, AutoShare, and the "Inglorious Fruits and Vegetable Campaign" (France).

All feedback received throughout the consultation and outreach activities will be collected and logged in a consultation report which will be included as an appendix in the final Long Term Waste Management Strategy report.

Deliverable 2: Current Waste Profile

The purpose of the *Current Waste Profile* is to document the existing reduction, reuse, recycling, collection, processing, and disposal systems used to manage waste in the City. This baseline document will be used as the foundation upon which to base future programs, policies, and facilities.

Solid Waste Management Services staff and HDR Corporation have been collecting, aggregating, and interpreting data in preparation for the completion of deliverable 2, the *Current Waste Profile*. This includes gathering an extensive inventory of historical and current data, policies, by-laws, programs, staff reports, and tonnages related to all aspects of the Division's operations. Staff are conducting their final review of the document and it is anticipated that the *Current Waste Profile* will be completed in January 2015.

Deliverable 3: Needs Assessment

The *Needs Assessment* will develop waste quantity and composition projections for the City's waste management needs over the 30 to 50 year planning horizon, including:

- Projected waste-generation rates for all customers;
- Waste characteristics for all managed waste streams;
- Impact of potential influential factors, such as legislative change (e.g. reduced packaging, producer responsibility);
- Accounting of quantity, composition, and quality of waste materials as they flow from generation to disposal;
- System capacity requirements and facility needs; and
- An assessment of potential changes to end markets.

It is anticipated that the *Needs Assessment* will be finalized in early 2015.

Deliverable 4: Identify Options to Address Needs

Research on a full range of policy and technological options and solutions to address Toronto's waste management needs for the next 30 to 50 years is being conducted by HDR. This includes the 5Rs – reduction, reuse, recycling, recovery, and residuals disposal.

Solid Waste Management Services staff have maintained a log of waste management vendors that have contacted the Division or provided unsolicited proposals. These vendors represent a variety of technologies and solutions including, but not limited to, recycling and organics processing, landfill options, Energy from Waste, Mechanical Biological Treatment, and collection options. All information has been logged and forwarded to the consulting team for review and consideration in the development of options available to the City. Although many vendors requested to meet with staff, no individual meetings have been held; rather, vendors were invited to participate in “Vendor Days”.

On November 19 and 20, 2014, staff hosted Vendor Days in association with the Canadian Waste to Resource Conference and the Canadian Waste & Recycling Expo. Interested vendors were required to respond to a Request for Information that included a series of questions specific to the Long Term Waste Management Strategy. Various trade publications and communications were utilized to promote the event and an email was also sent to vendors that had previously expressed interest in the development of the Strategy.

In total, 25 submissions were received from vendors. Unfortunately, five submissions were disqualified because they either submitted late or did not adequately respond to the questions outlined in the Request for Information. The remaining 20 vendors were offered a meeting and 19 accepted the invitation. These vendors represented a variety of technologies and solutions including, but not limited to, recycling and organics processing, landfill options, Energy from Waste, Mechanical Biological Treatment, and collection options.

Solid Waste Management Services also had a booth at the Canadian Waste & Recycling Expo to promote that Toronto is undertaking a Long Term Waste Management Strategy. In total, staff spoke with approximately 80 people at the Expo Booth.

The project team will continue their work to identify potential waste management options available for Toronto. This work will provide the basis for Deliverable 5, in which options will be examined using screening criteria and the Triple Bottom Line (environment, social, financial) evaluation methodology.

Next Steps

Prior to the next update Staff Report in Spring 2015, at a minimum, Solid Waste Management Services staff will engage Members of City Council through: Councillor Briefing Sessions prior to the second round of Public Information Centres; the provision of content to use in their constituent newsletters, websites, email list, and social media; and providing an opportunity for input into the development of the guiding principles and program/system criteria evaluation.

HDR Corporation is continuing to work on Deliverables 2 to 5, which includes finalizing the *Current Waste Profile*, continuing work on the *Needs Assessment* as well as identifying, researching, and reviewing options to address Toronto's waste management needs.

The second round of public consultation will occur in Spring 2015. The purpose of the consultation is to identify, provide information, and seek feedback on a list of technological and policy options available to reduce and manage Toronto's waste, and seek public input on the screening criteria to be used to evaluate options. Dates have not yet been set and will be communicated to Members of City Council when they have been determined.

Staff are also considering hosting a potential Speaker Series or Waste Management Symposium in 2015, that would invite waste management industry experts and academics to discuss various reduce, reuse, recycle, recovery, and residual disposal options. The purpose of this event(s) is to provide an opportunity for members of the public and City Council to learn about current and innovative waste management practices and to generate debate and interest in the development of the Waste Strategy.

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SIGNATURE

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