

## **Long-Term Residual Waste Management Options for the City of Toronto**

**Date:** May 19, 2023

**To:** Infrastructure and Environment Committee

**From:** General Manager, Solid Waste Management Services

**Wards:** All

### **REASON FOR CONFIDENTIAL INFORMATION**

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The attachments to this report are about a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the City of Toronto.

Confidential Attachment 1 outlines the maximum total term length and a maximum total price per tonne of disposed waste for each and any new agreements or extension. It also includes a maximum total value for any waste disposal agreements that cannot be exceeded.

Confidential Attachment 2 outlines the maximum total term length and a maximum total price per tonne of processed waste for each and any new agreements. It also includes a maximum total value for any residual waste processing agreements that cannot be exceeded.

### **SUMMARY**

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Landfill space in the province of Ontario, and at the City of Toronto's Green Lane Landfill, is expected to reach capacity by approximately 2034/2035.

While the City has a number of successful waste reduction and diversion programs in place to support the Long Term Waste Management Strategy's<sup>1</sup> aspirational goals of zero-waste and moving towards a circular economy, long-term solutions for the disposal

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<sup>1</sup> Long-Term Waste Management Strategy, link: <https://www.toronto.ca/services-payments/recycling-organics-garbage/long-term-waste-strategy/overview/>

of residual waste (e.g. garbage) beyond the lifespan of Green Lane Landfill are still required.

It's critical that the City continue planning for the future long-term disposal of Toronto's garbage as building new waste disposal infrastructure can take more than 10 years to complete given the estimated planning, regulatory, and construction timeframes, and recent Government of Ontario amendments to the *Environmental Assessment Act* make the process for establishing new landfills more challenging by requiring applicants to obtain the local, and in some cases, adjacent municipal support.

As part of this work, Solid Waste Management Services recently completed two technical studies that explored options to manage the City's residual waste including a Mixed Waste Processing Study and a Residual Waste Disposal Study. This report summarizes the key findings from those studies and proposes a Residual Waste Management Work Plan outlining short- and medium-term actions that the City can initiate to extend the lifespan of Green Lane Landfill as well as strategic long-term planning activities to manage the City's residual waste.

## **RECOMMENDATIONS**

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The General Manager, Solid Waste Management Services recommends that:

1. City Council approve the Residual Waste Management Work Plan, presented in Attachment 1 (Residual Waste Management Work Plan) to the report (May 19, 2023) from the General Manager, Solid Waste Management Services.
2. City Council direct that the information in Confidential Attachment 1 to this report remain confidential in its entirety until January 1, 2030, as it involves a position, plan, procedure, criteria or instruction to be applied to any negotiation carried on or to be carried on by or on behalf of the City.
3. City Council direct that the information in Confidential Attachment 2 to this report remain confidential in its entirety until January 1, 2030, as it involves a position, plan, procedure, criteria or instruction to be applied to any negotiation carried on or to be carried on by or on behalf of the City.
4. City Council authorize the General Manager, Solid Waste Management Services, until December 31, 2029 for the purpose of redirecting waste from the Green Lane Landfill and the implementation of the short- and medium-term actions of the Residual Waste Management Work Plan, to negotiate and enter into one or more non-competitive residual waste (garbage) disposal agreements or to amend and extend existing waste disposal agreements with landfills located in Ontario, subject to the conditions set out in Confidential Attachment 1, and on terms and conditions acceptable to the General Manager, Solid Waste Management Services, and each in a form satisfactory to the City Solicitor.
5. City Council authorize the General Manager, Solid Waste Management Services, until December 31, 2029 for the purpose of redirecting waste from the Green Lane

Landfill and the implementation of the short- and medium-term actions of the Residual Waste Management Work Plan, to negotiate and enter into one or more non-competitive residual waste (garbage) processing agreements with energy-from-waste facilities, subject to the conditions set out in Confidential Attachment 2, and on terms and conditions acceptable to the General Manager, Solid Waste Management Services, and each in a form satisfactory to the City Solicitor.

6. City Council authorize the General Manager, Solid Waste Management Services to negotiate terms and conditions:

- a. to purchase landfills through the non-competitive process, and
- b. to partner with public and/or private sector organizations to build and/or operate a landfill,

and direct the General Manager, Solid Waste Management Services to report back to City Council with details of the negotiated terms and conditions for approval.

7. City Council authorize the General Manager, Solid Waste Management Services, to negotiate terms and conditions:

- a. to purchase energy-from-waste facilities or capacity through the non-competitive process, and
- b. to partner with public and/or private sector organizations to build and/or operate energy-from-waste facilities,

and direct the General Manager, Solid Waste Management Services to report back to City Council with details of the negotiated terms and conditions for approval.

8. City Council authorize the General Manager, Solid Waste Management Services, to adjust Solid Waste Management Services staff complement by up to 10 positions, funded through Capital project CSW960 – Landfill Capacity Development / Energy from Waste, to expedite the work outlined in the Residual Waste Management Work Plan, and direct the General Manager, Solid Waste Management Services to report back to City Council on the related staff complement change through the appropriate Standing Committee.

## **FINANCIAL IMPACT**

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There are no financial impacts on Solid Waste Management Services' 2023 Operating Budget resulting from this report.

Funding for financial impacts on Solid Waste Management Services' 2024 Operating Budget, and/or future budget periods, will be included in the division's 2024 Operating Budget and/or future Operating Budget submissions. Depending on City Council direction, the estimates for 2024 and future years commitments will be developed.

Funding for the subsequent studies noted in Attachment 1 is available within the approved Solid Waste Management Services 2023-2032 Capital Budget & Plan. Capital

project CSW960 – Landfill Capacity Development / Energy from Waste is categorized as a Legislated project with \$1.441 million in planned cash flow committed in 2023/2024. Planned funding consists of \$0.012 million from reserve funds and \$1.429 million through Recoverable Debt.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information

## **DECISION HISTORY**

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At its meeting on June 8 and 9, 2021, City Council adopted Item IE22.9 entitled "Update on Environmental Assessment Act Amendments Affecting Future Residual Waste Disposal Considerations" providing information on the potential impacts on Ontario's remaining landfill capacity and an overview of the City of Toronto's residual waste disposal planning considerations as a result of the recent amendments made to the *Environmental Assessment Act, 2002*

The City Council Decision document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE22.9>

At its meeting on May 5 and 6, 2021, City Council adopted Item IE21.5 entitled "Authority to Negotiate and Enter into Regional Waste Management Co-operation and Contingency Agreements" authorizing the General Manager, Solid Waste Management Services to enter into agreements with Ontario municipalities and landfill owners, and to negotiate with energy-from-waste facilities in Ontario to provide for contingency and operational re-direction capacity for terms not to exceed five (5) years.

The City Council Decision document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE21.5>

At its meeting on September 30, and October 1 and 2, 2020, City Council adopted Item IE12.4 entitled "Mixed Waste Processing Study Update" that directed the General Manager, Solid Waste Management Services to report back to the Infrastructure and Environment Committee with a business case, including a triple bottom line analysis (environment, social and financial) and a utility rate impact assessment on the mixed waste processing of waste with and without thermal processing compared to increased reduction and diversion and traditional landfilling.

The City Council Decision document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.IE12.4>

At its meeting on July 12, 13, 14, and 15, 2016, City Council adopted item PW14.2 entitled "Final Long Term Waste Management Strategy" and adopted the recommended options and implementation plan, as presented in Attachment 1 to the report (June 2, 2016) from the General Manager, Solid Waste Management Services. The Strategy placed a priority on maximizing the life of Green Lane Landfill by minimizing the amount of garbage sent for disposal. It also identified options for consideration to provide the City with long term residual waste disposal capacity.

The City Council Decision document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PW14.2>

At its meeting on June 14 and 15, 2011, City Council adopted Item PW4.6 entitled "Contract Award: Request for Quotation 6035-11-3030 for the Provision of Contingency Final Disposal Capacity within Ontario" awarding contracts to each of three bidders over a five-year period with the ability to extend the contracts for an additional five-year period. The City exercised the contracts extension terms and the contracts expired on August 31, 2021.

The City Council Decision document can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PW4.6>

## COMMENTS

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### Background

The City of Toronto (City) operates a sophisticated integrated waste management system that includes waste collection and processing, waste diversion programs, and waste disposal. The City also has a number of programs and initiatives focused on waste reduction and transitioning to a circular economy in order to keep resources in use for longer and to reduce the amount of waste requiring disposal.

Even with the ongoing waste reduction and diversion actions taken by the City to date, operational planning for the City's long-term waste disposal needs is required. The urgency to secure and/or establish long-term disposal capacity is increasing as the City's only operational landfill, Green Lane Landfill, has a limited remaining lifespan. Existing landfill capacity in Ontario is also limited and recent regulatory changes by the Government of Ontario have added additional complexity for establishing new landfills.

To date Solid Waste Management Services staff have undertaken short- and medium-term actions to help extend the life of Green Lane Landfill. These include, but are not limited to:

- Renegotiation of the Green Lane Landfill operations contract minimum put from 400,000 tonnes to 350,000 tonnes per year. This has resulted in the City being able to send less waste to Green Lane Landfill without incurring additional fees.
- Renegotiation of the Green Lane Landfill operation contract to require that the operator achieve a waste compaction ratio of at least 0.9 tonnes per cubic metre (an increase of 0.05 tonnes per cubic metre) which will ensure that the lifespan is extended.
- Renegotiation of the City's Blue Bin recycling contract to require that the contractor independently manage any residual waste resulting from processing at a landfill other than Green Lane Landfill (estimated 60,000 tonnes per year).

- Negotiated extensions to existing alternate landfill disposal contracts which allow for redirection of a portion of the City's waste from Green Lane Landfill to other landfills in the Ontario.
- Continued promotion and education on how to properly participate in the City's waste diversion programs in order to reduce the amount of waste sent to landfill.

Additional short- and medium-term actions proposed by Solid Waste Management Services to continue the life expectancy of Green Lane Landfill are outlined later in this report.

### **The City must secure additional long-term residual waste management capacity**

Green Lane Landfill is located approximately 200 kilometres from Toronto in the Township of Southwold and is the City's primary residual waste disposal site. It has been in operation since 1978 and has been owned by the City since 2007. On average, the City disposes approximately 450,000 tonnes of waste per year at Green Lane Landfill. At this rate, Green Lane Landfill's remaining capacity will be used by approximately 2035. Although the City has three short-term contracts in place for contingency waste disposal and some waste redirection, there is an urgent need for the City to secure future long-term waste disposal options before the existing capacity of the Green Lane Landfill has been depleted.

Several waste disposal options to manage the City's waste beyond the current capacity of Green Lane Landfill were identified in 2016 as part of the Council-approved Long Term Waste Management Strategy. Some of the options identified included purchasing, developing, and/or expanding a landfill, all of which would require the City to adhere to applicable requirements under Ontario's *Environmental Assessment Act*, such as the environment screening process and an environmental assessment. These requirements under the *Environmental Assessment Act* can take between two years to more than a decade to complete. In addition to meeting applicable regulatory requirements for a waste project, the City will also require time to design, build and commission a landfill site. Given this timeframe and the estimated end-of-life of Green Lane Landfill, technical and operational planning must begin as soon as possible.

The City does not have available land within its own municipal boundary to build a new landfill large enough to manage the City's future residual waste needs, and as a result will need to explore securing capacity in other jurisdictions. It should be noted that the City's situation is not unique and there is limited existing landfill capacity in the province, both private and municipally owned, that would meet the City's requirements. As outlined in Waste to Resources Ontario's 2021 report "State of Waste in Ontario: Landfill Report" (Landfill Report), there will be no remaining landfill capacity in Ontario by the year 2034<sup>2</sup>. The Landfill Report notes that there is a growing trend for municipalities to utilize private landfills as urbanization and land constraints pose significant challenges for municipalities to build their own landfills. This trend has resulted in private landfills making up 53 per cent of Ontario's active landfills in 2020, up

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<sup>2</sup> Waste to Resources Ontario (formerly the Ontario Waste Management Association), State of Waste in Ontario: Landfill Report (2021)

from 36 per cent in 2017. Ontario's remaining landfill capacity is even more vulnerable as approximately 30 per cent of Ontario's waste (mostly industrial, commercial and institutional) is exported to Michigan, New York State, and to a lesser extent, Ohio. Unforeseen border closures or increases in waste disposal fees in the United States could result in additional volumes of waste requiring disposal within the province, putting the landfill capacity under even more pressure. The Landfill Report projects that if Ontario waste were to no longer be exported to the United States, the province's landfill capacity would be depleted even sooner (by 2032).

Adding to this challenge, the Government of Ontario's recent amendments to the *Environmental Assessment Act* will change the regulatory landscape in Ontario. As presented to Council in May 2021 through the report item ID21.5 titled "Update on Environmental Assessment Act Amendments Affecting Future Residual Waste Disposal Considerations", the amendments to the *Environmental Assessment Act* will require proponents wishing to build a new landfill in Ontario to obtain support from both the host municipality and municipalities that have residential land within 3.5 kilometres of the proposed landfill site. This requirement effectively gives each local and adjacent municipality "veto" power over the development of the landfill. Solid Waste Management Services sent a letter to the Deputy Minister of Environment, Conservation and Parks in December of 2021 requesting certainty and clarity regarding the requirement of municipal support for waste disposal sites and the establishment of a waste disposal working group. A copy of the letter is included in Attachment 2. To date, the Government of Ontario has not responded to this letter. It is currently Solid Waste Management Services' understanding that the "veto" can be used at any time up to the date that an Environmental Certificate of Approval is issued. As a result, there is a substantial risk over the decade-long process to site a landfill.

These pressures come at a time when Ontario is set to significantly increase its housing supply over the course of the next decade. As part of the Government of Ontario's *More Homes Built Faster Act, 2022*, 1,500,000 new homes are to be built in Ontario by 2031, with an estimated 285,000 of these homes being built in Toronto.<sup>3</sup> This increased home development will result in increased waste generation, and require additional infrastructure and collection, processing, and disposal capacity. As the City, along with other Ontario municipalities share the same challenges in securing long-term residual waste management capacity, it is anticipated that the waste landscape in Ontario will become more scarce, competitive and costly as landfill capacity diminishes.

The following section of this report provides an overview of recent studies undertaken by Solid Waste Management Services to further understand the opportunity for reducing waste sent to landfill through resource recovery as well as potential options the City can further pursue as it relates to short-, medium- and long-term waste disposal.

### **Technical Studies: Mixed Waste Processing and Long-Term Disposal Options**

Solid Waste Management Services completed two technical studies that explored options to manage residual waste and reduce the amount of waste going to landfill by

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<sup>3</sup> Government of Ontario 2031 Municipal Housing Targets, link: <https://ero.ontario.ca/notice/019-6171>

recovering resources in the garbage stream. The first technical study explored the potential to use a mixed waste processing facility to divert Blue Bin recycling and Green Bin organics. Mixed waste processing refers to the use of waste sorting technologies to recover marketable resources from the garbage stream. A mixed waste processing facility is not an out-of-the-box solution. It would involve the selection of specific waste sorting technologies and processes, tailored to the unique composition of Toronto garbage and the resources within it, to recover these resources prior to disposal in landfill.

### *Mixed Waste Processing as a Strategy to Achieve Diversion, Resource Recovery, and Landfill Preservation Targets*

Since 2018, Solid Waste Management Services has been studying the viability of investing in a mixed waste processing facility to divert waste from landfill, recover resources from the garbage stream, and preserve landfill space. The Long Term Waste Management Strategy contemplated processing approximately 150,000 tonnes per year of primarily multi-residential garbage to recover 75,000 tonnes of recyclables and organics. Through the completion of detailed waste characterization analysis of the waste collected by the City and resource recovery scenario modelling, initial findings indicated that there is less material in the garbage available for recovery and diversion than originally anticipated. Furthermore, the recoverable resources in multi-residential garbage alone would not generate enough tonnage to meet the Long Term Waste Management Strategy's waste diversion target.

Based on the findings of the Mixed Waste Processing Study, Solid Waste Management Services has concluded that a strong business case does not currently exist for investment in a mixed waste processing facility. A mixed waste processing facility would be unlikely to meet the City's target outcomes of resource recovery and waste diversion, and be less cost-effective than current diversion efforts. The Long Term Waste Management Strategy targeted a seven per cent contribution to the diversion rate from a mixed waste processing facility, however resource recovery estimates generated using waste characterization data found that a mixed waste processing facility is likely to only contribute 5.3 per cent to the City's diversion rate. Of the 279,000 tonnes of garbage identified for processing through a mixed waste processing facility, approximately 226,000 (81 per cent) would likely be directed to landfill after processing. Based on current estimates, mixed waste processing is unlikely to make a significant contribution to relieving the pressure on current landfill capacity. Furthermore, the timeline to develop a mixed waste processing facility is estimated at 12-15 years. Based on this timeframe, a facility would not be operational to divert waste from Green Lane Landfill by the time it has reached capacity.

The Long Term Waste Management Strategy estimated the capital cost at \$310 million dollars for a mixed waste processing facility. The Mixed Waste Processing Study confirms that this amount is in line with industry-standard capital costs for a facility, however it would be a high-risk investment due to changing regulatory and market conditions, such as the Ontario's transition to Extended Producer Responsibility and the Government of Canada's *Single-Use Plastics Prohibition Regulations*, that could impact the performance of a mixed waste processing facility. This analysis in the Mixed Waste Processing Study suggests that current City initiatives focused on source separation,



such as the Green and Blue Bin programs and community-based programs, are more effective, in cost and outcome, to achieving waste diversion goals. Importantly, the performance outcomes of a mixed waste processing facility conflict with the City's goal to increase diversion at source, since any improvements to resident participation in the Blue Bin and Green Bin programs will reduce a mixed waste processing facility's ability to meet its recovery and diversion targets. Additional information on the Mixed Waste Processing Study findings is included in Attachment 3.

Solid Waste Management Services has concluded its study of mixed waste processing as a standalone infrastructure solution and will not proceed with further work at this time. Staff will continue to explore opportunities to reduce waste, increase diversion, and maximize resource recovery through policies, programs, and infrastructure investment, consistent with the City's goal to transition to a zero-waste circular economy.

### *Long-Term Residual Waste Disposal Study*

Recognizing the challenges faced by the City and the rest of the province to secure residual waste disposal capacity, Solid Waste Management Services retained a consultant to work on the Long-Term Residual Waste Disposal Study (Residual Waste Study). The Residual Waste Study considered the estimated population growth projections from the City's Planning Division with projected waste generation rates from each of the City's waste streams (garbage, Blue Bin recycling, Green Bin organics, leaf and yard waste) and customers (single-family, multi-residential, non-residential, parks and litter, drop-off) from 2010 to 2022. The data sets were analyzed to forecast the amount of residual waste the City would be required to manage over the next 50 years (until 2070) and to determine the impact on the remaining capacity at Green Lane Landfill. Based on the Residual Waste Study's analysis, it was estimated that within the 25-year planning horizon, the City would be required to manage approximately 500,000 to 525,000 tonnes of residual waste per year, taking into consideration Toronto's population growth and the City's waste diversion programs. The Residual Waste Study identified options available to the City to manage its residual waste in the long-term. Table 1 below identifies each of the options and their estimated timelines, in no prioritized order.

Table 1 - Options and Timelines

<b>Residual Waste Management Options</b>	<b>Approvability, Regulatory, and Construction Timeframes (with potential year of completion)</b>	<b>Term</b>
Dispose at non-City-owned landfill in Ontario (includes negotiating extension to existing disposal contracts and consideration of combined collection & disposal contracts)	Immediate (2023)	Short-Term

<b>Residual Waste Management Options</b>	<b>Approvability, Regulatory, and Construction Timeframes (with potential year of completion)</b>	<b>Term</b>
Dispose energy-from-waste facility	Less than one year (2024)	Short-Term
Purchase an existing landfill (without plans to expand it)	Up to six years (2029)	Medium-Term
Purchase an existing landfill (with plans to expand it)	Up to six years (2029) plus 10 years or more for expansion	Long-Term
Expand Green Lane Landfill	Up to 14 years (2037)	Long-Term
Build a new landfill with host municipality partner	Up to 14 years (2037)	Long-Term
Build, partner or contract long-term capacity at a new energy-from-waste facility	Up to 18 years (2041)	Long-Term

It is important to note that the options considered in the Residual Waste Study for residual waste management do not include initiatives related to reduction, reuse, recycling or composting. The options proposed by the Residual Waste Study are based on residual waste projections once reduction and diversion initiatives have been exhausted through other policies and programs.

The options identified and analyzed through the Residual Waste Study were categorized into short-term (zero to 5 years) and medium- to long-term options (6 to 50 years) based on the potential approvability, regulatory, and construction timeframes. While some short-term options may be possible to manage a portion of the City's residual waste, none will significantly extend the lifespan of Green Lane Landfill in a longer-term planning context.

Given the associated timelines required to initiate the long-term options, the City could be at risk of not having secured landfill capacity should Green Lane Landfill reach its end-of-life before the next long-term option becomes operational. To mitigate this risk, Solid Waste Management Services staff have developed the Residual Waste Management Work Plan (Plan) which outlines strategic and long-term planning activities to manage residual waste. The Plan also contains short- and medium-term actions that Solid Waste Management Services can initiate to extend the lifespan of Green Lane Landfill, which will provide time to study, develop and operationalize long-term options.

### **Proposed Residual Waste Management Work Plan**

The proposed Plan discussed in this section of the report is also found in Attachment 1 to facilitate City Council's review of the options and activities.

*Long-term planning activities*

As part of the Plan, staff recommend initiating the following strategic long-term planning activities outlined in Table 2. Each option will be assessed through an environmental, social and financial lens to examine their potential impacts. It is imperative that the activities begin immediately in order to complete technical and operational studies as well as investigate options and report back to City Council as soon as possible with final long-term disposal option recommendations. Some options may not materialize while others may be expedited based on market conditions. Staff will keep Council informed throughout this process. The Plan is also found in Attachment 1.

Table 2 - Residual Waste Management Work Plan: Long-term options

<b>Options</b>	<b>Descriptions</b>
Purchase of a landfill with or without the plan to expand	As the development of a new landfill is not feasible within the boundaries of Toronto, Solid Waste Management Services staff will begin a process to engage, and where there is interest, negotiate with existing Ontario landfill owners for the purchase of a landfill to meet the City's needs.
Build a new landfill or energy from waste facility	Solid Waste Management Services staff will issue a request for expression of interest for municipalities in Ontario to identify their interest in becoming a host for the City to build a new landfill or energy from waste facility or to partner with the City to build this infrastructure.
Purchase facility, space or partner with existing energy-from-waste facility	Solid Waste Management Services staff will begin a process to engage, and where there is interest, negotiate with existing energy-from-waste facility owners for the purchase of and/or partner in the operation of an energy-from-waste facility for the processing of residual waste through incineration. Solid Waste will also engage in a process for new energy-from-waste infrastructure both within and outside of the City.
Expand Green Lane Landfill	The Residual Waste Disposal Study identified that the City-owned lands adjacent to and near Green Lane Landfill could be further studied to determine whether landfill expansion could be viable. Solid Waste Management Services will initiate a technical feasibility study to determine expansion potential at Green Lane Landfill

*Short- and medium-term actions*

As part of the Plan, the above outlined long-term planning activities will be undertaken concurrently with one or a combination of the following short- and medium-term actions

found in Table 3 to reduce waste being sent to Green Lane Landfill in order to extend its lifespan until a long-term option can be operationalized.

Table 3 - Residual Waste Management Work Plan: Short- and medium-term actions

Actions	Descriptions
Utilize short-term landfill contracts	Solid Waste Management Services currently has three short-term contracts with privately-owned landfills for contingency disposal. Solid Waste Management Services staff will utilize the waste disposal contingency contracts with private landfills in Ontario to redirect waste from Green Lane Landfill.
Pursue medium-term landfill contracts	To secure more competitive disposal rates with privately-owned landfills, Solid Waste Management Services will pursue direct negotiations with Ontario landfill owners for landfill disposal capacity for contracts up to 10 years in length.
Pursue energy-from-waste contracts	Given the current and anticipated future landfill capacity constraints in the province Solid Waste Management Services will pursue direct negotiations for new residual processing contracts with energy-from-waste providers.
Consider collect and dispose contracts	Currently, the City has approximately half of its waste collected by contracted waste collection service providers. The waste collected as part of these contracts is disposed of at the Green Lane Landfill. Solid Waste Management Services will consider including waste disposal as an option when procuring new waste collection contracts to determine if there are cost saving opportunities in bundle waste collection with waste disposal.

To provide the best value for the City of Toronto, Solid Waste Management Services recommends proceeding with non-competitive negotiations to secure new residual waste management agreements or amended and extend existing residual waste disposal agreements. Additional staffing complement will also be required to support the implementation of the proposed Plan and the short- and medium-term actions. Solid Waste Management Services will adjust the staffing complement as required.

*Urgency for the City to Implement Plan*

Any delay in executing the Plan could put the City in financial risk as it is anticipated that the cost of securing residual disposal will increase as landfill capacity in Ontario diminishes. Furthermore, delays could result in the City being entirely reliant on private or other non-City-owned residual waste management options for a prolonged period if Green Lane Landfill reaches capacity without a new long-term option being operational. The greater this duration, the greater the City's exposure to potential financial pressures and uncertainty tied to the residual waste management market conditions at that time.

To mitigate and manage the potential risk to the City, the Plan recommended by Solid Waste Management Services as presented is intended to be considered as a whole to provide the City with the maximum choice and flexibility when considering a preferred option or options. Considering and pursuing only one long-term option at this stage may require the City to initiate applicable requirements under Ontario's *Environmental Assessment Act*. Under such requirements, the City would be obligated to consider and evaluate alternatives to a proposed undertaking. The City would therefore be required to examine the options outlined in the Plan.

## **Next Steps**

Staff will report back to City Council on technical findings, outcomes of negotiations, agreements entered into, and engagements with public and private sector organizations and any other work as it relates to the Plan as well as recommendations for any next steps.

## **CONTACT**

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Annette Synowiec, Director, Policy, Planning & Outreach, Solid Waste Management Services, Telephone: 416-392-9095, Fax: 416-392-4754, Email: [Annette.Synowiec@toronto.ca](mailto:Annette.Synowiec@toronto.ca)

## **SIGNATURE**

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Matt Keliher  
General Manager  
Solid Waste Management Services

## **ATTACHMENTS**

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Attachment 1 - Residual Waste Management Work Plan  
Attachment 2 - Letter to Deputy Ministry regarding Amendments to the Environmental Assessment Act  
Attachment 3 - Results of the Mixed Waste Processing Study  
Confidential Attachment 1  
Confidential Attachment 2