

TO:	CHAIR AND MEMBERS WASTE MANAGEMENT WORKING GROUP MEETING ON JANUARY 18, 2017
FROM:	JAY STANFORD, M.A., M.P.A. DIRECTOR - ENVIRONMENT, FLEET & SOLID WASTE
SUBJECT:	UPDATE REPORT #8: PROGRAMS, PROJECTS AND PROVINCIAL ACTIVITIES THAT WILL INFORM AND/OR INFLUENCE STRATEGIES

RECOMMENDATION

That, on the recommendation of the Director - Environment, Fleet and Solid Waste, this report **BE RECEIVED** for information.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

Relevant reports that can be found at www.london.ca under City Hall (Meetings – Advisory and other Committees) include:

- Update Report #5 - Programs, Projects and Provincial Activities that will Inform and/or Influence Strategies (September 28, 2017 meeting of the Waste Management Working Group (WMWG), Item #7)
- Update Report #2 - Programs, Projects and Provincial Activities that will Inform and/or Influence Strategies (June 14, 2017 meeting of the WMWG, Item #8)
- Resource Recovery Update (January 19, 2017 meeting of the WMWG, Item #7)

COUNCIL'S 2015-2019 STRATEGIC PLAN

Municipal Council has recognized the importance of solid waste management in its 2015-2019 - Strategic Plan for the City of London ([2015 – 2019 Strategic Plan](#)) as follows:

Building a Sustainable City

- Strong and healthy environment
- Robust infrastructure

Growing our Economy

- Local, regional, and global innovation
- Strategic, collaborative partnerships

Leading in Public Service

- Proactive financial management
- Innovative & supportive organizational practices
- Collaborative, engaged leadership
- Excellent service delivery

BACKGROUND

PURPOSE AND CONTEXT:

This report provides the Waste Management Working Group with an update on a number of projects, programs and provincial activities that will inform and/or influence the Resource Recovery and Residual Waste Disposal Strategies. This update covers the period September 13, 2017 to January 10, 2018.

DISCUSSION

In addition to ongoing efforts to maintain and/or improve existing waste diversion/resource recovery programs, listed below are additional initiatives that have been underway to assist with the advancement of waste prevention and resource recovery. The updates are for the period September 13, 2017 to January 10, 2018.

Initiative	Updates –September 13, 2017 to January 10, 2018
Amended Blue Box Program Plan	<ul style="list-style-type: none"> • A summary of the Draft Amended Blue Box Program Plan (a-BBPP) that was released on December 19, 2017 by Stewardship Ontario (SO) for a 28 day comment period (until January 15, 2018). SO is the Industry Funding Organization (IFO) that represents producer interests. The producers are those whose products and packaging is collected for recycling in municipal Blue Box programs; and • A CWC Report (January 9, 2018 meeting) <i>Request for Comments on the Draft Amended Blue Box Program Plan (Prepared By Stewardship Ontario)</i> provided London's feedback on the Draft a-BBPP for forwarding to the Resource Productivity and Recovery Authority (RPRA) and SO no later than January 15, 2018, with any additional comments following the Municipal Council meeting to be held on January 16, 2018. • The presentation associated with the above mentioned report is provided in Appendix A.
Proposed Food and Organic Waste Framework	<ul style="list-style-type: none"> • The proposed <i>Food and Organic Waste Framework</i>, was posted on the Environmental Bill of Rights Registry on November 16, 2017 for a 60 day period ending January 15, 2018. The proposed Food and Organic Waste Framework would make organic management programs mandatory in municipalities greater than 50,000 by 2025. • A CWC report (January 9, 2018 meeting) <i>Comments on Environmental Bill of Rights Registry - Proposed Food and Organic Waste Framework</i> provides Committee and Council with: <ul style="list-style-type: none"> • A summary of the Ministry of Environment & Climate Change (MOECC) Proposed Food and Organic Waste Framework (Framework) including the potential impacts to London (including residents and businesses); and • The City of London's comments on the Framework for approval and forwarding to the Environmental Bill of Rights (EBR) Registry no later than January 15, 2018. • The presentation associated with the above mentioned report is provided in Appendix B. • See additional rows below for other organics related work.
Avoiding Food Waste	<ul style="list-style-type: none"> • Food waste avoidance (management) pilot project with Western University started in September. • Pilot project in curbside and multi-residential homes and involves education and providing tools • Preliminary results are expected in spring 2018.
Waste Characterization and Composition	<ul style="list-style-type: none"> • City of London is currently participating in several major waste composition and characterization studies: • 4 season residential waste composition study from approximately 100 homes and five multi-residential buildings. Activities began in fall 2017. Winter 2018 audits are currently underway with spring and summer audits to follow. These

Initiative	Updates –September 13, 2017 to January 10, 2018
	<p>audits are paid for by Stewardship Ontario (industry) and occur every couple of years across Ontario.</p> <ul style="list-style-type: none"> • Food waste characterization study (avoidable versus not avoidable food waste) as part of the above audits. • Food waste characterization study (avoidable versus not avoidable food waste) as part of the Western University Household Food Waste Survey. • Food waste characterization study (avoidable versus not avoidable food waste) in five multi-residential buildings.
Home Composting/ Community Composting	<ul style="list-style-type: none"> • Continued engagement in community efforts that support composting education, including home composting and community composting at multi-residential buildings. • The Urban Agricultural Strategy has references and activities associated with home and community composting and food rescue. The strategy has recently been approved by Council.
Mixed Waste Processing	<ul style="list-style-type: none"> • London is one of seven Ontario municipalities that is part of a Municipal Working Group for Mixed Waste Processing (led by the Region of Peel). • Ongoing discussions and information sharing with Working Group. Most recent meeting occurred in December 2017. Next meeting is scheduled for spring 2018. • Additional documentation, analysis, waste composition and characterization on London waste currently being prepared by City staff (with support from technical experts). These details are a key foundation for the development of both the 60% Waste Diversion Action Plan and the Resource Recovery Strategy including organics management.
Institutional Waste, Recyclables and Organics	<ul style="list-style-type: none"> • No additional work undertaken by City staff on this subject and/or the broader industrial, commercial and institutional (IC&I) waste stream. • The Province has specifically targeted organics from the IC&I sector in the Proposed Food and Organic Waste Framework. • Recyclables appear to be a lower priority at the Provincial level at this time.
Biogas and Renewable Natural Gas (RNG) Production from Waste	<ul style="list-style-type: none"> • Application submitted to Ontario’s Municipal GHG Challenge Fund in November 2017 seeking potential funding to develop a RNG production facility: <ul style="list-style-type: none"> • Sized to make use of current landfill gas collected from the W12A landfill, with the ability to scale up in the future to add upgrading biogas from organics management. • Given that this is a competitive application process, there is no guarantee that this funding will be received. • Successful applicants will be informed in writing by February, 2018.
London Waste to Resources Innovation Centre (with a focus on new, emerging, and/or next generation technologies)	<ul style="list-style-type: none"> • City staff along with staff from Western University (Institute of Chemicals and Fuels from Alternative Resources - ICFAR) and the Canadian Plastics Industry Association met with representatives from various MOECC Branches to inform them about LWRIC and discuss potential future opportunities • There are currently four Memorandums of Understanding approved by Council (Western University (Institute of Chemicals and Fuels from Alternative Resources - ICFAR), Hawthorne Thorne Green Key Group, Bio-Techfar and Try Recycling). City staff are in discussion with two other businesses that have expressed recent interest and one large association.

Initiative	Updates –September 13, 2017 to January 10, 2018
	<ul style="list-style-type: none"> City staff have been working with Western on funding applications dealing with academic grants and research projects.
Garbage & Resources Collection Systems	City staff continue examining two garbage and resource collection program alternatives (using CNG waste collection vehicles and/or using semi or fully automated collection) for submission to Civic Works Committee in early to mid-2018.
Recycling in Downtown	City staff continuing to work on a report examining Recycling Engagement and Program Development for downtown for submission to Civic Works Committee in early to mid- 2018. This will be tied to changes in Provincial legislation.
Landfill Gas Recovery to Energy	<p>FIT contract agreement finalized on October 19, 2017 for 500kW power plant using approximately 15% of the landfill gas currently captured. City has three years to have commercial plant in operation.</p> <p>Work on business case to evaluate the feasibility of converting the remaining portion of captured landfill gas at W12A to RNG for either direct City fleet use or pipeline injection will begin early to mid-2018.</p>
Landfill Planning and Management in Ontario	The MOECC awarded a consulting project to study landfill planning and management in Ontario in fall 2017. This study will consider <i>“options and recommendations for Ontario’s approaches for planning and managing Landfills both at a regional and provincial scale, learning from best practices of other jurisdictions and an assessment of social, environmental and economic implications of options and recommendations.”</i> No timeline given for when final report would be made public.

ACKNOWLEDGEMENTS

This report was prepared with assistance from Mike Losee, Division Manager, Solid Waste Management and Anne Boyd, Manager, Waste Diversion.

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Attachments

- Appendix A - Presentation to CWC Regarding Amended Blue Box Program Plan
- Appendix B - Presentation to CWC Regarding Proposed Food and Organic Waste Framework

Appendix A
Presentation to CWC Regarding Amended Blue Box Program Plan



Request for Comments on the Draft Amended Blue Box Program Plan



Civic Works Committee

January 9, 2018



Overview

1. Council has commented several times on producer responsibility to MOECC
2. Part of the Waste-Free Ontario legislation and Provincial Strategy from February 2017
3. Individual Producer Responsibility is enshrined for designated materials (by 2023)
4. August 2017, Minister's Request to amend the Blue Box Program Plan (2003) to expedite the transition of this program



Background - Legislation



What is the Draft Amended Blue Box Program Plan?

The Draft a-BBPP highlights the steps that it would take to go from:

1. **Start with** . . . Ontario's recycling program as it exists today (shared cost model, municipally run)
2. **Transition** through Full Producer Responsibility (cost and operation paid by Stewards/Producers/Industry) through the a-BBPP
3. **To arrive at** Individual Producer Responsibility program (2023; although a-BBPP indicates 2025)



Timeline – Industry Province

Date	Action
Fall 2017	SO/RPRA run consultation program; comments provided by many including Municipal 3Rs Collaborative
December 19, 2017	SO releases the Draft a-BBPP for comment
January 15	Stakeholder comments submitted to SO and RPRA
January 16 to February 5	SO staff review and/or address comments; RPRA continues assessment against the Minister's Direction Letter
February 6 to 8	SO Board approves the Final a-BBPP, submits to RPRA. . . . RPRA Board reviews
February 15	RPRA submits its comments, amendments, etc. to the Minister



Background – Recycling Budget

Recycling Program Expenditures: (Collection & Processing Fees, Recovered Material Payments, Education & Promotion etc.)		\$10 million
Recycling Program Revenues:	Recovered Material Revenue	(\$4.5 million)
	Steward Funding	(\$3.0 million)
	MRF Customer Processing Fees	(\$0.8 million)
Net Budget (Operating) Cost to Taxpayer:		\$ 1.7 million



Background – Who Pays?

Financially Industry(ies) that produce Paper Products and Packaging (PPP) move from 50% to 100% responsibility for items being recycled

Operationally Industry(ies) assume operational control, under contracts, for the collection, processing and marketing of recyclable materials (move from 0% to 100%)

Municipalities . . . continue to handle and pay for the remainder . . . 25% to 36% of the materials



Overview of Report

Section 1: Potential Impacts to London

- City of London
- Service/Program
- Residents
- IC&I

Section 2: Comments on Draft a-BBPP

- Governance
- Avoiding stranded assets
- Moving to Individual Producer Responsibility (IPR)
- Transparency



Section 1: Potential Impacts

. . . . to the City of London

Financial Benefits

- **More certainty**
 - Collection, admin, contract management, P&E
 - 100% funding = \$1.5 to \$1.8 additional
 - Processing costs
 - 100% funding – paid directly by SO
- **Less certainty**
 - Capital assets – MRF, recycling containers



Section 1: Potential Impacts

. . . . to the City of London

Collection Service Options

1. Transition as a service provider, directly or by contracting the service
2. Transition by opting out of service delivery and have SO deliver
3. Do not transition until the end (stay at 50% funding)



Section 1: Potential Impacts

. . . . to the City of London

Change in Recyclables Collected

- Some new items and overall more tonnes will be collected
- Some items will be removed, causing confusion, inconvenience and potential penalties to London if residents continue to recycle these.



Section 1: Potential Impacts

. . . . to the City of London

Future Targets

- 75% province-wide by 2027 (or two years after full transition)
 - 4 materials specific targets

Current Recycling Rates

- 64% Ontario for 2016
- 68% London for 2016



Section 1: Potential Impacts

... to residents

- Potential impacts are variable and depend on how London chooses to transition
- Overall, residents should see minimal to minor changes . . e.g., minor change in material mix
- Not all details are known at this time



Section 1: Potential Impacts

... to IC&I sector

- Recycling service to this sector not included in Plan . . impacts schools
- Potential costs to some/many local businesses as “new” costs have to be recovered
- New business opportunities



Section 2 – Comments on a-BBPP

Measuring against the Minister’s Request Letter

- London, others have been assessing
 - Municipal Resource Recovery & Research Collaborative (Municipal 3Rs Collaborative), AMO, OWMA, RCO, Toronto Environmental Alliance
- Focus – solutions to fix the deficiencies



London Comments – 1. Governance

Governance, Decision-making and Dispute Resolution Concerns

- Concern about increased control by SO through transition
- More balanced controls are necessary for all parties, including municipalities
- More details on governance and dispute resolution are needed



London Comments – 2. Avoiding Stranded Assets

Avoiding Stranded Assets Especially MRFs

- Impact on London unclear at this time
- Draft plan is vague with no commitments
- Practical solutions exist to both use and phase out existing infrastructure



London Comments – 3. Moving to IPR

Preparing for the Move to Individual Producer Responsibility and be in Keeping with the Waste-Free Ontario Strategy

- Proposed timeline is too long (by 2 years + 2 years for reporting targets)
- Stronger process required to move to IPR. . . not keep the same



London Comments – 4. Transparency

Ensuring Transparency Through Performance Indicators and Reporting

- Many existing concerns with BBPP have not been addressed
- Improve reporting methods



Revised Timeframe

	Current Timeframe	Revised Timeframe
Draft 60% Diversion Action Plan (i.e., how to achieve 60%) – for final comments	March - April 2018	May - June 2018
Final 60% Diversion Action Plan	May - June 2018	July - August 2018
Draft Resource Recovery Strategy – for final comments	May - June 2018	July - August 2018
Final Resource Recovery Strategy	July - August 2018	January 2019



Recommendation Parts a), b), c)

- Endorse and submit** Sections 1 and 2 to SO, RPRA
- Support** the Minister submission date of February 15, 2018 *to get it right*
- Request** more time, if needed, to get it right



Part d) Transitioned Municipality

Why an Option 1 Transitioned Municipality?

- Stewards pay for most if not all program costs
- Minimal disruption to Londoners
- Best Option to help move through this transition process to ultimate Individual Producer Responsibility
- Will assist in understanding role of MRF
- City will be well positioned to assist Londoners if issues develop



Part d) Next steps

Direction . .

- Short term actions (3 to 6 months) with a- BBPP and City's 60% Diversion Action Plan
- Longer term action (3 months to 2+ years) How the transition will be implemented in London final roles, responsibilities, requirements, measurements, outcomes, education and awareness, etc.

Appendix B
Presentation to CWC Regarding Proposed Food
and Organic Waste Framework



Comments on Environmental Bill of Rights Registry – Proposed Food and Organic Waste Framework



Civic Works Committee

January 9, 2018

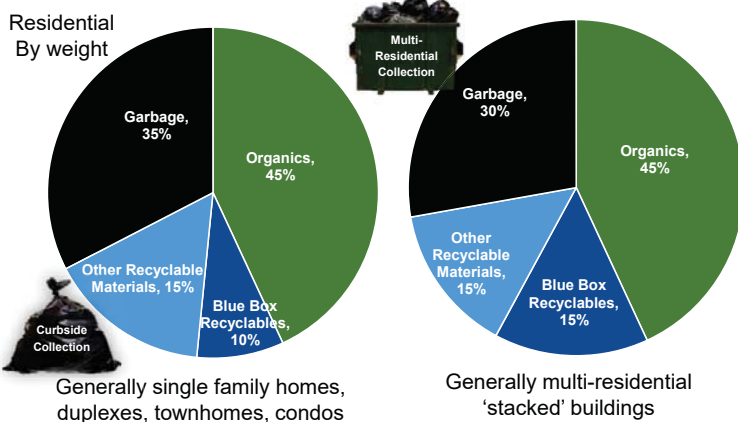


Overview

1. Part of the Waste-Free Ontario legislation and Provincial Strategy from February 2017
2. Council commented in May 2017 on a Discussion Paper: addressing Food and Organic Waste
3. Proposed Food and Organic Waste Framework released on the EBR on November 16, 2017



Background - Why?



Background - Action

Direction from Council in 2016 and 2017 (part of Resource Recovery Strategy):

1. Reduce avoidable food waste
2. Handle food waste organics soon
3. What are near term options?
4. What are longer term options?



Background - Action

With respect to organics. . . Council approved on October 30, 2017:

d)The W12A Landfill expansion be sized assuming the residential waste diversion rate is 60% by 2022 noting this does not prevent increasing London's residential waste diversion rate above 60% between 2022 and 2050.



Overview

Section 1: Potential Impacts to London

- City of London
- Residents
- Businesses

Section 2: Comments on Framework

- Action Plan
- Policy Statement



Section 1: Potential Impacts

.. to the CoL (in general)

1. Collection and processing will change
2. Organics from multi-residential properties identified
3. The role for mixed waste processing followed by composting and/or digestion identified
4. Targets will have to be met (penalties unknown at this time)
5. A ban on disposal of organics starting in 2022



Section 1: Potential Impacts

.. to the CoL (if it were Green Bin)

Tonnes Managed (curbside)	13,000 to 15,000 tonnes (about 8-9% diversion)
GHG reduced	10,000 to 11,000 tonnes
RFPs required	Processing, carts, vehicles
Timeline (tentative)	2018/19 Design 2019/20 Select 2021 Implement



Section 1: Potential Impacts

.. to the CoL (if it were Green Bin)

Financial Aspects	
Operating costs/year	\$3.5 to \$4 million (a)
Capital costs (one time) carts, trucks	Up to \$12 million (a)
Potential funding?	\$1.5 to \$1.8 million from recycling

(a) Does not include the costs on multi-residential services



Section 1: Potential Impacts

.. to the residents (curbside service)

New Program(s) & Changes to Habits/Routines	
Avoiding food waste	Changes to habits and decisions; opportunity to save money
Home composting	Opportunities to do more "on-site"
Managing food waste	Most likely requires separation of food and organic waste for collection and the cost



Section 1: Potential Impacts

.. to the residents (multi-res buildings)

New Program(s) & Changes to Habits/Routines	
Avoiding food waste	Changes to habits and decisions; opportunity to save money
Community composting	Opportunities to do more "on-site" in a collaborative approach
Managing food waste	Most likely requires separation of food and organic waste for collection and the cost



Section 1: Potential Impacts

.. to London businesses

- Develop education and promotion programs
- Focus on food waste avoidance and rescue
- Source separate - retail shops/malls, office building, restaurants, hotels, motels, hospitals, educational institutions, large manufacturing (>300 kg/wk shall; <300 kg/wk should)



Section 2: Comments on Framework

Part A – Action Plan

17 Provincial Action Plan commitments

- 10 consistent with Council Direction (7 n/a)
- 12 consistent with Council’s Strat Plan (5 n/a)
- Key comments on:
 - #9 - ban food and organic waste from ending up in disposal sites (2022)
 - #12 - use modern regulator approaches to approvals



Section 2: Comments on Framework

Part B – Policy Statement

8 Individual Policies

- 6 consistent with Council Direction (1 maybe and 1 n/a)
- 6 consistent with Council’s Strat Plan (2 n/a)
- Key comments on:
 - #2 – measuring targets
 - #6 – Support resource recovery (understand facilities and neighbourhood impacts)



Getting to 60% by 2022

Achievable with Today’s Technologies

Component	Diversion Rate	Comment
Existing Diversion	45%	• Blue Box, leaf/ yard, depots, etc.
Food Waste Avoidance & More Home Composting	0.5% to 1.5%	• Drive by education and awareness
Source Separated Organics (Green Bin)	8% to 10%	• May need to go to biweekly garbage
Other Programs	4% to 5%	• Reduction, more recycling, etc.
Total	60%	



Summary & Recommendations

Summary – AMO, Ontario Waste Management Association, other municipalities . . . have similar concerns and comments . . . but support is there if improvements made

Recommendation – Submit Sections 1 and 2 to the EBR Registry