



To: COMMITTEE OF THE WHOLE

Section: Consent - Corporate Services – Solid Waste Management

Item Number: CCW 15-397

Meeting Date: November 24, 2015

Subject: Infrastructure Projects – Consultation Update

Recommendation:

THAT Item CCW 15-397, providing an update on the Solid Waste Management infrastructure projects, be received for information.

Executive Summary:

The purpose of this item is to provide an overview of the two Solid Waste Management infrastructure projects as development continues, summarize the consultation undertaken to date on the short-listed sites, and to present upcoming key milestones anticipated to further these projects in 2016.

A short list of potential sites for the Organics Processing Facility (OPF) and Materials Management Facility (MMF) were presented to County Council in August 2015. Direction was received to proceed with consultation on these sites and to include additional consideration for co-locating the facilities on a single site. Further to this, a comprehensive consultation program for the sites was commenced this fall, consisting of public, Aboriginal, and stakeholder engagement. The purpose of this consultation was to compile local knowledge of the short-listed sites and to seek feedback from neighbouring landowners, potential host and Aboriginal communities, and government agencies. It is noted that although an Environmental Assessment (EA) is not required, the County has approached these projects with this framework in mind and has proceeded with an extensive consultation program.

In October 2015, ten public consultation sessions were held in the potential host municipalities – Springwater (six sessions), Oro-Medonte (two sessions), and Clearview (two sessions). The purpose of these sessions was to provide an overview of the OPF and MMF and project development to date, outline the benefits of developing this infrastructure locally, present the short-listed sites, and to obtain comments and questions in regard to the sites and the potential to co-locate facilities. The sessions consisted of an open house portion, providing the public and interested stakeholders the opportunity for open discussion with the Project Team, a formal presentation, and question and answer session. An average of 49 residents and stakeholders attended each meeting and through this process, over 200 comments have been submitted. These comments will be forwarded to and reviewed by the County's consultant, GHD Limited (GHD), as they further evaluate the sites and will be included in the final siting report.

In addition to public consultation, work continues on two other important facets of the consultation program – Aboriginal and stakeholder engagement. The Project Team has been corresponding with various First Nations and Métis communities, seeking to provide opportunity for meaningful consultation on the potential sites. Further details are provided within this item and will also be outlined in upcoming siting reports. In addition, a stakeholder session was held on October 19, 2015, providing opportunity for two-way exchange of information with various agencies such as the Ministry of the Environment and Climate Change, Conservation Authorities, and Planning and Public Works staff from potential host municipalities. Feedback received will be reviewed by GHD in their evaluation, noting that consultation with these important stakeholders will continue throughout the project.

Project development will continue with GHD preparing the third siting reports for both facilities, to be presented to County Council in early 2016. Their mandate, as directed by County Council, is to present the preferred site for the Organics Processing Facility (OPF), Materials Management Facility (MMF), and a co-located facility. It is anticipated that following direction from County Council, site conditions will be confirmed through a series of engineering and environmental studies and the procurement phase will be initiated.

Background/Analysis/Options:

The purpose of this item is to provide an overview of the two Solid Waste Management infrastructure projects as development continues, summarize the consultation undertaken to date on the short-listed sites, and to present upcoming key milestones anticipated to further these projects in 2016.

Development of the OPF and MMF was recommended in the Solid Waste Management Strategy (Strategy). Based on responses received during the public consultation process, there was support for developing organics processing capacity within the County – given consideration to cost, contractual arrangements, and the potential addition of pet waste and diapers to the green bin program. Benefits of these facilities include:

Organics Processing Facility (OPF)

- strong environmental leadership;
- a local, long-term solution to managing the County's organic waste (both source-separated organics and leaf and yard waste) at one common facility;
- greater security in regards to future processing costs and environmental impacts;
- reduction in greenhouse gas emissions by shortening haulage distances to processing;
- ensuring capacity for future growth and protecting against provincial processing capacity shortages;
- flexibility to add materials such as pet waste and/or potentially diapers in the long term; and
- valuable end products such as compost or fertilizer to support local markets, inclusive of agriculture.

Materials Management Facility (MMF)

- an estimated \$13 M savings in contracted transfer costs over the next 20 years, translating to a 6-year payback period;
- protection from future increases to contracted transfer costs;
- utilization of secured funding from the Continuous Improvement Fund estimated at \$1.15 M (47% of the blue box-related project costs to a maximum funding limit of \$2,187,840);
- secure management of County material and greater control over operations;
- operational flexibility and the ability to adapt to changes in collections and/or processing arrangements; and
- ideal location to co-locate the Solid Waste Management truck servicing facility.

Project Development – Key Milestones

Further to the Strategy's recommendation to assess development of a facility to process source-separated organics, GENIVAR Inc. (Genivar) completed an initial viability study in 2012. This report outlined facility sizing and identified a number of potential processing technologies which could realistically incorporate additional materials which County Council had indicated a desire to process (diapers, pet waste, and sanitary products). This report also outlined the next key steps in development of a facility, including the procurement process required to obtain a design, build and operate (D/B/O) vendor and the required siting and approvals processes.

On June 27, 2013, County Council met to discuss the Solid Waste Management Strategy, its diversion goals, and the framework in which to achieve them. County Council approved, in principle, the addition of pet waste and diapers to the source-separated organics program and directed staff to provide additional information on costing. This information was presented in *Item CCW 14-025 – Central Composting Facility Update* (January 28, 2014). Costing information, a proposed project plan, and timeline for development of the Organics Processing Facility (OPF) were presented and endorsed by County Council. The current mandate seeks to provide siting, technology, and costing information for an aerobic composting facility to manage the existing green bin material collected, potentially adding pet waste.

Previous work on developing transfer infrastructure included discussion with the Continuous Improvement Fund (CIF) and additional consulting work by Genivar. With new collection and processing contracts initiated in April 2013, further analysis on the County's transfer requirements and contracted costs was undertaken and in 2014, County Council endorsed further work to determine the viability of a County Materials Management Facility (MMF). The scope of work assigned to the OPF consultant was extended to provide engineering services for siting, noting project synergies and associated cost savings. The MMF, a transfer facility, will be an integral part of the County's waste management system – the link between collection operations and moving material to final waste disposal/processing locations. It will provide a location for consolidation of garbage, organics, and recycling from multiple collection vehicles into larger, higher-volume transfer vehicles for more economical shipment to disposal/processing sites. In addition, this site could provide a location for a truck servicing facility.

For reference, project documentation, including previous staff and consulting reports, can be found at www.simcoe.ca/opf and www.simcoe.ca/mmf.

Siting Process

Staff are currently working with our consultant, GHD Limited (GHD), to bring forward a report recommending the preferred site(s) for County Council's consideration. Siting work has been a comprehensive process – first determining the framework for how potential sites would be identified and evaluated, compiling a detailed list of candidate sites, and beginning a rigorous evaluation. County Council recently considered and approved the first two siting reports for each of the facilities, key milestones for the projects:

Part 1 – Planning – Siting Methodology and Siting Criteria

Item CCW 15-055 – Organics Processing Facility – Siting Methodology and Evaluation Criteria
Item CCW 15-078 – Materials Management Facility – Siting Methodology and Evaluation Criteria
(February 26, 2015)

- presentation of the siting methodology and evaluation criteria for both facilities. This included a summary of how candidate sites would be compiled and subsequently evaluated.

Part 2 – Long List Evaluation

Item CCW 15-240 – Organics Processing Facility and Materials Management Facility – Short List of Sites (August 11, 2015)

- the short-listed sites for both the OPF and MMF were presented and a modified project plan endorsed. Council directed that a period of public and stakeholder consultation be initiated.

The result of the two-stage evaluation process was a short list of sites – seven sites identified for the OPF and five for the MMF. Of note, five sites for the OPF were within the search area for the MMF and consequently short-listed for this facility also. In this regard, Council directed that a recommended, revised evaluation consider the potential development of a single site which would host both facilities. Short-listed sites are being further evaluated on their ability to host the OPF and/or the MMF alone, as well as a combined facility. Direction was received to proceed with consultation on the potential sites.

Further to this, a comprehensive consultation program for the sites has commenced this fall, consisting of public, Aboriginal, and stakeholder engagement. It should be noted that although an Environmental Assessment (EA) is not required for either facility, the County has approached these projects with this framework in mind. This allows for a comprehensive and transparent process, while ensuring environmental protection remains paramount. This includes extensive consultation, which will be undertaken at various stages of the siting and procurement process. Information sessions have been hosted in June and December 2014, with the consultation process now continuing with release of the short list of sites.

Public Consultation – Short List of Sites

In October 2015, ten public consultation sessions were held in the potential host municipalities – the Townships of Springwater, Oro-Medonte, and Clearview. Two sessions (from 2:00 to 4:00 pm and 6:00 to 8:00 pm) were hosted at each of the following venues, noting that the consultation plan was amended and four sessions added as per Councillor Allen's request at the August 11, 2015 Committee of the Whole meeting. Both Elmvale and Hillsdale were added as locations, with the first session at the Simcoe County Museum considered the Midhurst event.

Table 1: Summary of Public Consultation Sessions – Short List of Sites

Date	Location	Session Attendance	
		Afternoon	Evening
October 6, 2015	Simcoe County Museum 1151 Highway 26, Minesing	65	110
October 8, 2015	Township of Oro-Medonte Administration Centre 148 Line 7 South, Oro-Medonte	44	40
October 15, 2015	Elmvale Community Arena – Springwater Room 14 George Street, Elmvale	31	49
October 20, 2015	Stayner Arena and Community Centre 269 Regina Street, Stayner	21	21
October 26, 2015	Hillsdale Community Centre 4517 Penetanguishene Road, Hillsdale	51	54

As interest in the projects has increased with the release of the short-listed sites, the purpose of the consultation sessions was to:

- provide a description of the facilities and the benefits of developing this infrastructure locally;
- summarize project development to date;
- present the short-listed sites for both the OPF and MMF;
- obtain feedback, comments, and questions in regards to the sites and potential to co-locate facilities; and
- outline next steps in the siting process.

The sessions consisted of an open house portion, providing the public and interested stakeholders the opportunity for open discussion with the Project Team, including representatives GHD. A facilitated, formal presentation and question and answer session followed, allowing opportunity for public comment and questions in regard to the projects and short-listed sites. As outlined in Table 1, an average of 49 residents and stakeholders attended each meeting.

Public Notification of Events

Consistent with a formal EA process, notification and advertising for the sessions was extensive and included:

- notification by letter in early September to landowners within 500 m of the short-listed sites;
- newspaper advertisements County-wide on September 24, October 1, and October 15;
- e-mail sent to contact list on September 25;
- “Managing Your Waste” newsletter sent to all households (approximately 138,000) the week of September 28. The size of this edition was increased to provide comprehensive information on the projects to residents;
- media releases on August 31, September 15, September 23, October 5, and October 15 outlining the dates of the sessions;
- letters sent to various stakeholders – all member municipalities, the separated cities of Barrie and Orillia, the Ministry of the Environment and Climate Change (MOECC), and local Conservation Authorities;
- notification to various government agencies of the projects and consultation sessions; and
- information on the County’s main website, the OPF and MMF webpages, and through social media (Facebook and Twitter).

In addition, during the public consultation process, both the Warden and staff conducted various media interviews to discuss the projects and the sessions.

County Representation

The events were attended by at least five County staff. This included the General Manager of Engineering, Planning and Environment, Ms. Debbie Korolnek, P.Eng., the Director of Solid Waste Management, Mr. Rob McCullough, and various staff from Solid Waste Management. Representatives from GHD included Dr. Tej Gidda, P.Eng. and Mr. Brian Dermody, P.Eng., who have been actively involved with this project and the siting process. The question and answer period was facilitated at all ten sessions by Warden Marshall. Also in attendance were the Deputy Warden (attending nine sessions), various members of County Council, and many local Councillors who attended sessions in their municipality.

Community Engagement Committee

The Community Engagement Committee (CEC) was formed in late 2014, with a mandate to provide a forum for focused discussion on public engagement during the siting and procurement process. The non-voting committee consists of County and local municipal staff, a First Nations representative, and public representatives as outlined in the Council-approved Terms of Reference, available on the OPF webpage.

The committee met on September 14, 2015 to discuss both projects, session specifics such as format, advertising, and the draft communication material. For reference, minutes of this meeting, including the CEC's recommendations to the Project Team, can also be found on the project webpages. It should be noted that recommended revisions and/or additions to the storyboards and presentation were incorporated into the final version. Again, the Project Team considers the input, feedback, and recommendations of this committee to be a valuable contribution to developing effective engagement.

Communication Material

Communication material presented at this session, including the storyboards and presentation, was available upon request in electronic format and following the session was available online. The storyboards provided an overview of project development to date, siting considerations, and maps of the short-listed sites. The presentation outlined the benefits of developing the facilities, an overview of project development, and details on the technical evaluation completed by GHD.

Obtaining Public Input

Stated at various times at each session, obtaining public feedback on the short-listed sites was the purpose of these meetings and will be important as the sites are further evaluated. Comment sheets were provided for residents to submit their written comments at the sessions. Alternatively, comments were accepted via the project webpages, Customer Service (by phone and e-mail), and by mail. The deadline for submission of comments was set for November 6, 2015 so that all feedback could be compiled and submitted to GHD as they complete their evaluation of the sites. Over 200 comments were submitted through this process and will be included in the final siting report.

Although this deadline has passed, receiving feedback on these projects is important and will continually be sought online via the project webpages. Submitted comments are reviewed by the Project Team and, as required, will be forwarded to GHD.

Aboriginal Consultation

As EA principles are being followed during the siting process, First Nations and Métis engagement has been undertaken. It is the intention that as project development moves forward, engagement with Aboriginal communities is meaningful. To assist the project team, the County has retained the services of Mr. Cory Jones, P.Eng. of Neegan Burnside Ltd., a member of the Chippewas of Nawash Unceded First Nation (Cape Croker). Mr. Jones has extensive experience in facilitating effective engagement of First Nations communities for large infrastructure projects.

Further to this, the following has been undertaken to date in regard to Aboriginal consultation and the short list of sites:

- Beausoleil First Nation, Chippewas of Rama First Nation, and Georgina Island First Nation communities have been contacted. Further to this, the Warden and Ms. Debbie Korolnek met with Chief Monague of Beausoleil First Nation on Christian Island on October 8, 2015 to discuss the projects and seek his direction on engagement. Communication is ongoing as the Project Team seeks their direction on effective engagement of their communities. This may include a tour of the short-listed sites and/or a consultation session in their communities;
- letters were sent to Curve Lake First Nation, Mississaugas of Scugog Island First Nation, Hiawatha First Nation, and Alderville First Nation notifying them of the project and public consultation sessions;
- with direction from Chief Monague and Chief Williams of Curve Lake First Nation, the Williams Treaties First Nations Process Co-ordinator has been contacted and the Project Team waits their direction on further engaging this group of communities; and
- letters were sent to Saugeen Ojibway Nation Environment Office, Huron-Wendat Nation, Métis Consultation Unit, and Montagnais Metis First Nation notifying them of the project and public consultation sessions.

Details of the First Nations and Métis engagement process and their response will be outlined in the third siting report prepared by GHD.

Stakeholder and Agency Consultation

Engagement of various stakeholders during the siting process has been ongoing and will be important to the success of these projects. Stakeholders include potential host municipalities, approval agencies such as the Ministry of the Environment and Climate Change (MOECC), Conservation Authorities, and other County departments such as Planning and Forestry. Prior to release of the short-listed sites, information packages on the projects were provided to all member municipalities and local Council members. In addition, staff met with representatives from the Barrie District Office and Environmental Approvals Branch of the MOECC and Lake Simcoe Region Conservation Authority to discuss the siting process.

Following release of the short list of sites, the Project Team met with staff from the Townships of Springwater, Oro-Medonte, and Clearview to present information and discuss the projects. In addition, and at the request of the Township of Springwater, the County hosted two tours. These tours were offered to the Mayor, Deputy Mayor, Ward Councillors with a short-listed site in their ward, and the CAOs from all three potential host municipalities. The first was a daylong tour on September 29, 2015 to three co-located facilities for the transfer of waste and source-separated organics processing – the City of Toronto's Green Bin Facility, Region of Peel's Integrated Waste Management Facility, and the City of Guelph's Waste Resource Innovation Centre. The purpose of this tour was to obtain firsthand knowledge of similar facilities and how operations are conducted. Secondly, the County hosted a tour on the afternoon of October 1, 2015 to the seven short-listed sites under consideration. This provided opportunity for the Project Team to discuss the facilities and the seven short-listed sites with representatives from each of the potential host municipalities.

A stakeholder session was hosted on October 19, 2015, providing opportunity for a two-way exchange of information between the Project Team and various representatives from the MOECC, local Conservation Authorities, the Planning and Public Works departments of the potential host municipalities, and the County's Planning, Forestry, and Transportation and Engineering Departments. This provided attendees with an overview of the projects and the short-listed sites and opportunity to ask questions directly to the consulting team. Feedback received will be reviewed by GHD in their evaluation of the sites. The consultation process with these important stakeholders will continue as the project progresses.

Future Steps

Comments and feedback received during the consultation process – from the public, Aboriginal communities, and stakeholders – will be incorporated into the final evaluation of the short-listed sites. This comprehensive evaluation will be comparative – this method is often referred to as the “reasoned argument” or “trade-off” approach. Under this method, differences between the sites will be specified and advantages and disadvantages outlined. It will be a balancing of attributes and take into account potential mitigation measures. With direction from County Council, the evaluation will also consider the potential to co-locate the facilities on a single preferred site. The third siting reports for the OPF and MMF, set to present the preferred site(s), are anticipated to be presented to County Council in early 2016.

Further to this, it is anticipated that following direction from County Council on the preferred site(s), the following key steps will be undertaken:

- consultation with neighbouring landowners. Discussion will include details on the process going forward and how best to seek their input on site design and selection of technology;
- further public information/consultation sessions on project milestones and the procurement process;
- engineering and environmental studies to confirm site conditions and suitability to host the facilities;
- initiation of the Planning approvals process, working in cooperation with both County and Planning staff from the host municipality(ies);
- site-specific design;
- preparation of Request for Proposal (RFP) documents as the procurement of processing technology is advanced;
- continue to seek guidance from the MOECC in preparation for submitting application(s) for Environmental Compliance Approval(s) (ECAs); and
- with direction from County Council and consultation with landowners, begin consideration for compensation, if required.

Note that a final report outlining site selection, the results of the procurement process, status of processing capacity for source-separated organics (SSO) in Ontario, and a financial analysis will be presented to County Council for direction on the OPF. It is anticipated that this will occur in early 2017 following the procurement process.

Financial and Resource Implications:

Costs associated with the consultation for these projects were included in the 2015 Solid Waste Management Operating and Capital Budgets.

Relationship to Corporate Strategies:

In regards to long-term processing of organics, the Solid Waste Management Strategy (Strategy) recommended development of a centralized composting facility within the County. Public input indicated support for in-County processing as well as for the addition of pet waste and diapers to the program. This item also supports the Strategy recommendation to develop transfer capacity infrastructure to manage garbage and recyclables generated within the County.

Reference Documents:

Organics Processing Facility Project Webpage
www.simcoe.ca/opf

Materials Management Facility Webpage
www.simcoe.ca/mmf

Attachments:

There are no attachments to this Item.

Prepared By: Stephanie Mack, P.Eng., Special Projects Supervisor

Approvals:**Date**

Rob McCullough, Director, Solid Waste Management	November 12, 2015
Debbie Korolnek, P.Eng., General Manager, Engineering, Planning and Environment	November 13, 2015
Trevor Wilcox, General Manager, Corporate Performance	November 17, 2015
Mark Aitken, Chief Administrative Officer	November 17, 2015