



City of Kawartha Lakes

Engagement Summary Report

Future Waste Options Study

November 2022

Executive Summary

Dillon Consulting Limited (Dillon) was retained by the City of Kawartha Lakes (City) in 2020 to conduct a Future Waste Options Study (Study) to assist the City identify a preferred residual waste management approach. The project involved identifying, describing, and evaluating potential waste management approaches, which included both landfilled related and alternative technology options. The preliminary preferred option of landfill expansion of an existing City-owned landfill site was identified using a triple bottom line evaluation tool. Based on consultation with the Ministry of the Environment, Conservation and Parks (MECP), the City then proceeded to consult with the public on the Study process and evaluation of options in order to move forward with an Environmental Assessment (EA).

A Consultation and Communications Plan (Plan) was developed that outlined the consultation objectives, activities and schedule. The Plan included activities such as an online public survey, newsletters, social media promotion, a project engagement page on the Jump In platform, two open houses (one virtual, one in-person) and one stakeholder meeting (**see Figure 1**).

Overall, participants expressed support for landfill expansion and also expressed an interest in seeing alternative technologies also considered for the long-term, such as mixed waste processing, mass burn incineration, and gasification. Participants supported landfill expansion because of its cost-effectiveness and proven ability to work in the municipality, while others noted the desire to see more innovative longer term solutions for waste in Kawartha Lakes. Participants noted that the potential for jobs, partnerships with other levels of government, impacts to wildlife and greenhouse gas emissions are also important considerations for evaluation. Throughout the process, participants generally had questions about current waste management practices in the municipality, the assumptions that were made in the Study, the options explored, how the preferred option was selected and what the next steps in the Study are.

Based on the findings of the Study and the feedback received through consultation, it is recommended to proceed with landfill expansion as the preferred option for Kawartha Lakes to manage future quantities of residual waste. The City shared the results of the public consultation with the MECP in October 2022 and the recommended intent to move forward with an Individual Environmental Assessment that focuses on landfill expansion. The final results of the Study and public consultation will go to Council in early 2023. In 2023, the City's newly elected Council will confirm the next steps for the Study.

Figure 1: Summary of Engagement and Communications Activities

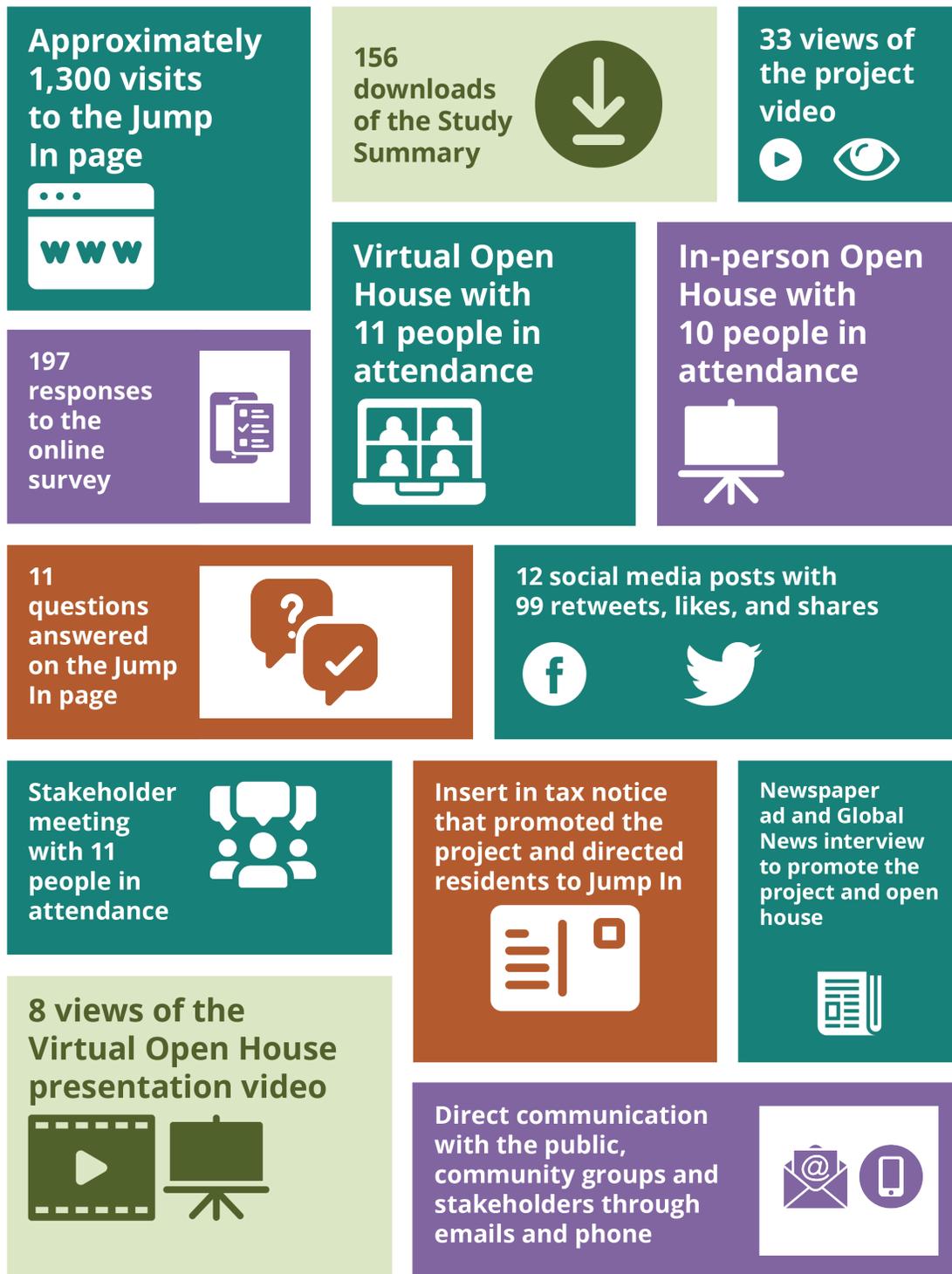


Table of Contents

- 1.0 Project Background 1**
- 2.0 Engagement..... 2**
 - 2.1 Purpose of Engagement 2
 - 2.2 Engagement Goals and Objectives..... 2
 - 2.3 Communications Materials and Activities 3
 - 2.4 Engagement Activities..... 4
 - 2.4.1 Direct Communication with Residents 4
 - 2.4.2 Stakeholder Meeting..... 4
 - 2.4.3 Question & Answer (Q&A) through the Jump In Page..... 4
 - 2.4.4 Virtual Open House 4
 - 2.4.5 In-Person Open House 5
 - 2.4.6 Online Survey 5
 - 2.5 What We Heard..... 6
 - 2.5.1 Survey Summary 6
 - 2.5.2 Current State of Waste Management in Kawartha Lakes 10
 - 2.5.3 Future State of Waste Management in Kawartha Lakes..... 10
 - 2.5.4 Evaluated Options 10
 - 2.5.5 Waste Disposal Options 11
 - 2.5.6 Preliminary Preferred Option: Landfill Expansion 11
 - 2.5.7 Questions 11
- 3.0 Conclusions and Next Steps 12**
 - 3.1 Conclusions..... 12
 - 3.2 Next Steps..... 13

Table of Contents

Appendices

- A Student Question and Answers
- B Stakeholder Engagement Minutes
- C Jump In Q&A
- D Virtual Public Open House Minutes



1.0 Project Background

The City of Kawartha Lakes (City) retained Dillon Consulting Limited (Dillon) to undertake a Future Waste Options Study (Study) to assist with identifying a preferred approach for managing residual waste (garbage), once the approved landfill capacity is reached. Garbage is disposed of across five municipal landfills, with the Lindsay Ops Landfill accepting 70% of all waste. The Lindsay Ops Landfill is anticipated to reach capacity in the next eight to 15 years and two other landfills (Fenelon and Laxton) are expected to reach capacity within the next two to four years.

The Study involved identifying, describing, and evaluating nine potential residual waste management approaches, which included both landfill-related (e.g., add a new landfill, expand an existing landfill, export) and alternative technology options (e.g., mixed waste processing, incineration). Each option was evaluated using a triple bottom line approach that assessed the potential social, environmental and financial impacts of each option. The options were scored to help determine which one(s) would be best for Kawartha Lakes. The option that scored the most favourably was expansion of a City-

owned landfill site. The assessment and evaluation for the Study was done in a generic manner and specific sites were not identified (example: which City landfill site(s) would be expanded). Should the City proceed with pursuing landfill expansion, an Individual Environmental Assessment (EA) will be required starting with the development of the EA Terms of Reference.

The draft results of the Study were presented to the Ministry of Environment, Conservation and Parks (MECP) in August 2021. MECP suggested that public consultation on the evaluation of options and results would be recommended in order to support the City moving forward, with a focused EA that would enable the City to solely consider landfill expansion given extensive analysis and review other alternatives to manage residual waste. Public engagement and consultation outlined in this report was completed to understand residents, businesses, and stakeholder groups' feelings about the Study including the social, environmental, and financial impacts of the waste disposal options reviewed, including the highest-ranking option.

2.0 Engagement

2.1 Purpose of Engagement

The purpose of the consultation and engagement program for the Future Waste Options Study was to inform the public and stakeholders about the Study process, including evaluation criteria and indicators developed, evaluation results, and considerations for the preliminary preferred option. During this process, feedback was sought on the process and preliminary preferred option to determine the level of support for the preferred option to assist the municipality in the direction for next steps.

2.2 Engagement Goals and Objectives

The following goals and objectives were developed to guide the engagement process:

- **Effectively communicate technical information** in a digestible and understandable way, using plain language, and being as transparent and open, as possible.
- **Gauge the level of support** by communicating how decisions were made and how the evaluation was completed. Foster genuine relationships based on mutual respect and dialogue through this process, undertake collaborative decision-making, wherever possible, and be clear about how public and stakeholder input will impact future decision making.

- **Be transparent** about the implications of the decisions being made. There will be trade-offs associated with varying community desires. Have the difficult conversations up-front in order to limit surprises to the community in the future, when it comes time for implementation.
- **Be inclusive** in our approach by considering people who may not be able to readily participate in the conversation. Make it as easy as possible for these groups to participate by bringing the conversation directly to them where they are.

2.3 Communications Materials and Activities

Communications materials were developed to reach a broad audience using online tools to inform people of the project.

Communications materials and methods of outreach included:

- The development and launch of a project page on Jump In. The page contained:
 - Project information;
 - Links to the Study Report;
 - A link to a project video that provided a high level overview of the project and promoted engagement;
 - Questions and Answers (Q&A) page; and
 - A brief Study summary that outlined the options in plain language.
- Social media posts on Twitter and Facebook to promote the project and advertise the survey and open houses;
- A newspaper ad to promote the project, survey and open houses;
- An insert into the tax notice that promoted the project and directed people to participate through the Jump In page;
- Email to stakeholders and community groups;
- A Global News interview on the project and consultation; and
- Direct communications with the public through email or phone calls.

Overall, the social media posts for the project, which included the video introducing the project had 7,676 impressions and 99 engagements. Communications materials can be made available upon request.

2.4 Engagement Activities

Engagement activities were designed to reach a broad audience using online tools, virtual meetings and an in-person open house. The following sections outline the engagement activities completed.

2.4.1 Direct Communication with Residents

Contact information for the project team was available on the Jump In page for residents to get more information or ask questions about the Study. A summary of questions and comments received through direct communication with residents is outlined in **Appendix A**.

2.4.2 Stakeholder Meeting

A meeting was held on April 18, 2022, with key stakeholders from across the municipality that are knowledgeable about the waste management system in Kawartha Lakes. The meeting served to provide stakeholders with an opportunity to learn about the Study and the options, share their perspectives on the evaluation process and the identified preferred options, voice concerns, and ask questions. The meeting started with a presentation that covered the Study's process, the waste management options explored in the Study, the project next steps, and an overview of the consultation and engagement plan. Pauses throughout the presentation were included to answer questions and hear comments.

The meeting included members from the Lindsay Ops Landfill Public Review Committee, the Fenelon Landfill Public Review Committee, the Waste Management Committee, and the Kawartha Lakes Environmental Advisory Committee.

Themes heard at the stakeholder meeting are summarized in the What We Heard section of this report and notes from the meeting are attached in **Appendix B**.

2.4.3 Question & Answer (Q&A) through the Jump In Page

A Q&A was hosted on the Jump In page to publicly answer questions about the Study. The Q&A was live from April 18 to July 4, 2022. Overall, nine questions were submitted. Questions are summarized in the What We Heard section and a copy of the Q&A are attached in **Appendix C**.

2.4.4 Virtual Open House

A Virtual Open House was held on May 19, 2022 from 6:00 afternoon (pm) to 8:00 pm using Zoom. The purpose of the Open House was to publicly share information about the Study, and take questions and comments.

The Open House was promoted on the Jump In page, on the City's Twitter and Facebook, in the newspaper, and through an insert in the tax notice. The Open House contained a presentation that covered the Study's process, the waste management options explored in the Study and next steps. Pauses throughout the presentation were included to answer questions and hear comments. Participants could ask questions or pose comments by raising their hand and asking questions verbally, or by using the Q&A and Chat functions. The presentation was recorded and posted on the Jump In page, following the Open House. People who could not attend the Virtual Open House live could watch the presentation and submit comments to the project team members directly, or through the Q&A function on Jump In.

Eleven (11) people joined the Open House online and five people watched the recorded presentation video following the event.

The questions and comments received are summarized in the What We Heard section and are attached in **Appendix D**. A copy of the presentation can be made available upon request.

2.4.5 In-Person Open House

An in-person Open House was held on June 14, 2022 from 4:00 pm to 8:00 pm at the Lindsay Recreation Complex in the Community Room. The purpose of the Open House was to provide a second opportunity for the public to view the Study's information and engage with the project team. This second open house was held in-person to provide multiple opportunities and methods for people to engage. The Open House was a drop-in with presentation materials shown on display boards and project team members were available to answer questions.

Ten (10) people attended the in-person open house. The questions and comments received are summarized in the What We Heard section and a copy of the display boards can be made available upon request.

2.4.6 Online Survey

An online survey was launched on April 18, 2022, and ran until July 4, 2022, on the project engagement page on Jump In.

The survey solicited feedback on the evaluation criteria and indicators and the waste disposal options explored in the Study. In total, 197 respondents completed the survey. The feedback helped the project team understand if there were any indicators missing, perspectives and comments on the evaluation approach, the level of support for landfill expansion, and if there were any other options participants would like to see explored.

The survey is summarized in the What We Heard section. A full copy of survey responses can be made available upon request.

2.5 What We Heard

Overall, participants expressed support for landfill expansion. While overall landfill expansion was supported as the preferred option, participants also expressed an interest in seeing alternative technologies also considered for the long-term, such as mixed waste processing, mass burn incineration and gasification. Participants supported landfill expansion because of its cost-effectiveness and proven ability to work in the municipality, while others noted the desire to see more innovative longer-term solutions for waste in Kawartha Lakes, including increased diversion. Participants noted that the potential for jobs, partnerships with other levels of government, impacts to wildlife and greenhouse gas (GHG) emissions are also important considerations for evaluation. Throughout the process, participants generally had questions about current waste management practices in the municipality, the assumptions that were made in the Study, the options explored, how the preferred option was selected and what the next steps in the Study are.

The key themes of what we heard from all consultation activities are summarized below from section 2.5.1 to 2.5.7. For a detailed summary of what we heard throughout the entire engagement process, please see the appendices related to each engagement attached.

2.5.1 Survey Summary

Q1: These are the environmental indicators used for the evaluation process. Did we miss anything?

- **Climate change impacts**
- **The level of energy production or consumption**
- **Air quality impacts**
- **Land requirements needed for the option**
- **Ground and surface water impacts**
- **Level of nuisances, such as odour, litter, traffic or noise**
- **Potential for increased waste diversion at the landfill**

Of the 77 responses received, the most common themes included:

- Considerations for air quality impacts from vehicle GHG emissions from transporting waste
- Impacts on the local wildlife
- Emphasis on and support for the importance of the “Potential for increased waste diversion at the landfill” indicator

Q2: These are the social indicators used for the evaluation process, did we miss anything?

- **The level of acceptance the general public would have**
- **The potential for partnership and collaboration with neighboring municipalities**
- **Whether the option has been proven, is in its pilot stages or is unproven**
- **The level of effort to develop, implement and maintain the option**

Of the 66 responses received, the most common themes included:

- Potential for the option to bring jobs into the municipality
- The ability for the facility to be City-run
- Emphasis on the importance of potential for partnerships with neighbouring municipalities indicator, with the suggestion addition of partnering with other levels of government

Q3: These are the financial indicators used for the evaluation process, did we miss anything?

- **The upfront capital expenses for the facility, staff, and infrastructure for the option**
- **The annual operating costs**
- **The level of risk the option brings in terms of liability and expected results**

Of the 72 responses received, the most common themes included:

- Emphasis on the importance of the cost indicators and the addition of the extra costs to the taxpayer
- The ability to generate income or profit from waste
- Avoid privatization of waste facilities and operations
- The ability for the option to bring jobs into the municipality

Q4: Do you have any other questions or comments about the evaluation approach?

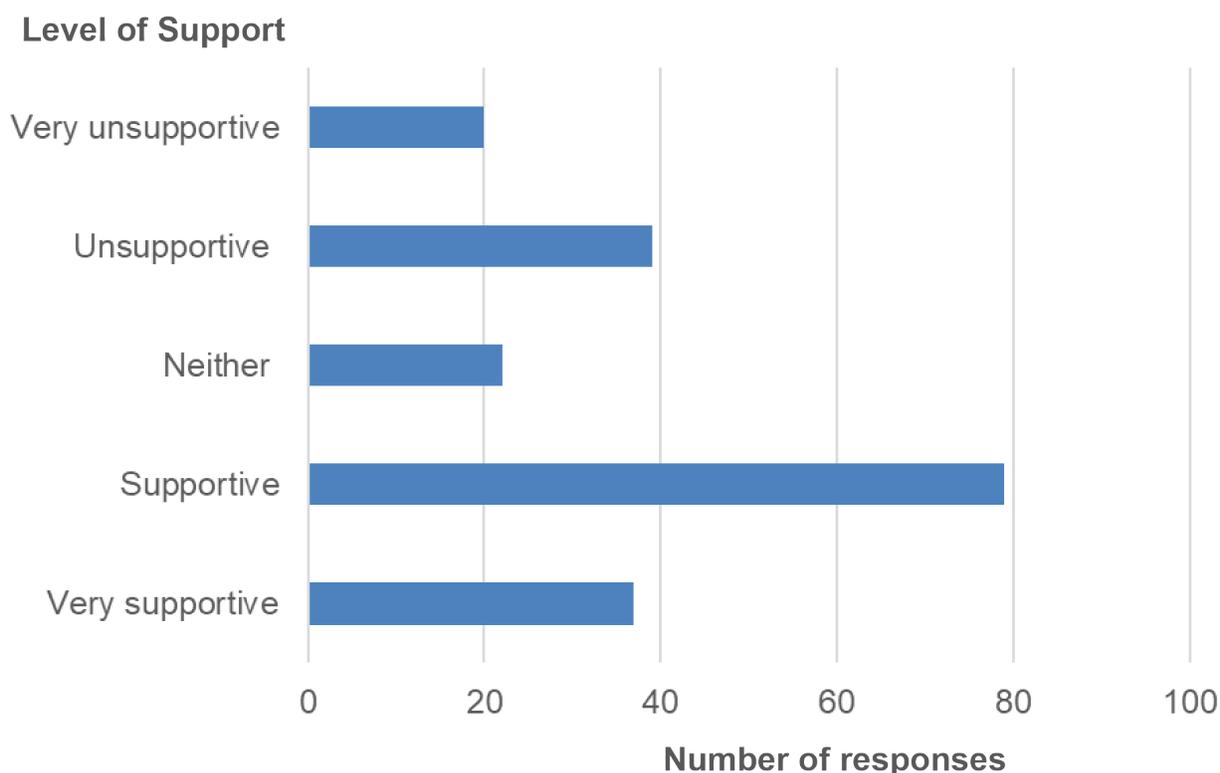
Of the 72 responses received, the most common themes included:

- Participants noted their desire to see more diversion in Kawartha Lakes
- Participants re-emphasized the importance of cost as an indicator
- Participants expressed the desire for composting in the Municipality

Q5: The Study found that landfill expansion was the best option for the City because it has less environmental, social and economic impacts compared to the other options. Overall, how supportive are you of landfill expansion at a City-owned landfill site(s)?

Participants were supportive (40 %) or very supportive (19 %) of the landfill expansion option, which means almost 60 % of respondents indicated some level of support for the preferred option.

Figure 2: Landfill expansion survey responses.



Q6: Please tell us why.

165 responses were provided for this question.

Participants who were supportive of the landfill expansion option noted the following key reasons for their support:

- Landfill expansion was the most reasonable/responsible option based on the results of the Study
- As the population grows more landfill space will be needed
- The option is the most cost-efficient
- The cost of the alternative technology options were too high

City of Kawartha Lakes

- Desire to see a solution in Kawartha Lakes that does not involve outsourcing waste, facilities, or jobs
- The risks associated with landfills are known and participants were made comfortable with pursuing an option that was already in place and proven

Participants who were neutral noted that they wanted more information or time before noting their level of support.

Participants who were unsupportive of the landfill expansion option noted the following key reasons for being unsupportive:

- Participants viewed landfill expansion as a short-term solution and want to see longer term options explored
- Desire to see energy from waste solutions for the municipality
- View that landfills are an older technology and the desire to see new alternative technologies explored
- Concerns over the landfill taking up more land and space within the community
- Desire to see more options for diversion implemented

Q7: Do you have any other questions or comments about the preferred option: landfill expansion?

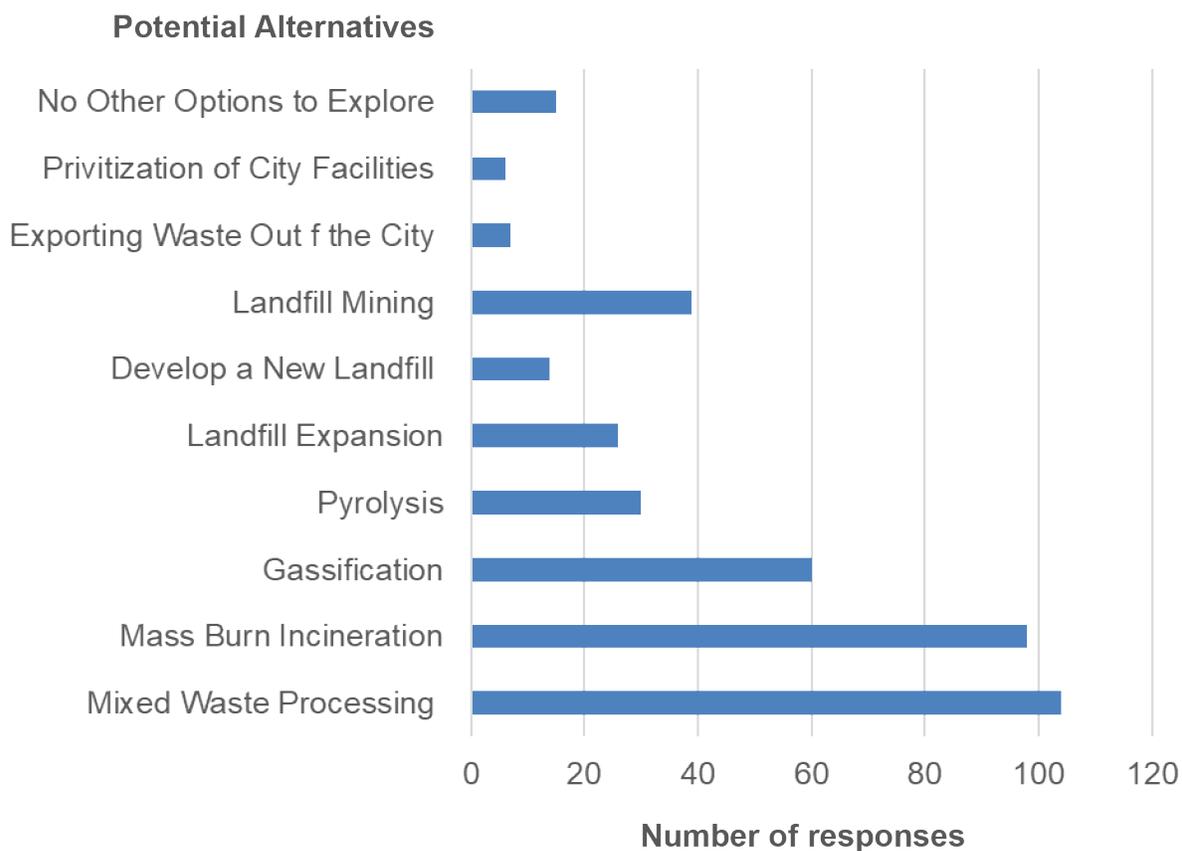
Of the 93 responses received, the most common themes included:

- Desire to see a long-term solution in place and concerns that the landfill expansion is a short-term solution
- Desire to see more products/materials recycled by the municipality
- Desire to see other options explored
- Questions about the landfill including what the impacts on the environment are, what land is available and what the cost of the option is

Q8: Expanding a landfill will extend its life and allow the City to explore other potential alternatives. Are there any other options you would like to see explored? Select your top three.

Overall, participants identified mixed waste processing (56 %), mass burn incineration (53 %), and gasification (33 %) as other options for the City to explore.

Figure 3: Other potential alternatives survey responses.



2.5.2 Current State of Waste Management in Kawartha Lakes

- What are other diversion programs (example: Source Separated Organics) that could be implemented in the City?
- Why are there fluctuations in diversion rates over the past five years?

2.5.3 Future State of Waste Management in Kawartha Lakes

- What are the Extended Producer Responsibility impacts on current waste programs?
- Why are more diversion programs not considered and evaluated?

2.5.4 Evaluated Options

- Why was a shared mass burn option not evaluated?
- Why are more diversion programs not considered and evaluated?

2.5.5 Waste Disposal Options

- Discussion on why some options were not evaluated (example: shared mass burn facility).
- Some participants asked about the potential for municipal partnership options.

2.5.6 Preliminary Preferred Option: Landfill Expansion

- Participants noted that landfill expansion was the most reasonable option based on the results of the Study.
- Some participants noted that they supported landfill expansion because it was the most cost-effective, does not outsource or privatize waste in Kawartha Lakes, that the risks are known and that it is a proven option that currently works for the community.
- Some participants noted that landfill expansion was a good short term solution, but would like to see an innovative long-term solution developed in the future.
- Some participants noted they were unsupportive of landfill expansion because they would like to see a long-term solution explored immediately, a desire to see more options for diversion implemented, and the desire to explore alternative technologies that utilize innovative solutions, such as energy from waste.

2.5.7 Questions

Throughout the consultation period, participants generally had questions around the following themes:

- Impacts of current and future waste management programs at the provincial and municipal levels on the outcome of the Study.
- If producers could reduce the amount of waste in their products, such as packaging.
- How the preliminary preferred option was selected?
- What the next steps in the Study are.
- If a waste management system could be shared with neighbouring municipalities.

3.0 Conclusions and Next Steps

The Future Waste Options Study (Study) began in 2020 and explored various approaches to manage the City’s residual waste in the future. The project involved identifying and evaluating potential approaches to managing residual waste which included nine landfill-related and alternative technology options. Options evaluated included: mixed waste processing, mass burn incineration, gasification, pyrolysis, landfill expansion, development of a new landfill, landfill mining, exporting waste, and privatization of a landfill site. The preliminary preferred option “landfill expansion” was identified through a triple bottom line evaluation process. Evaluation criteria used the economic feasibility of the option which included looking at capital costs, operational costs and the level of risk; the social impacts which included public acceptance, collaboration potential, and level of effort; and lastly environmental impacts which looked at the climate change impacts, energy generation, nuisances, air quality, land requirements, impacts to surface and ground water, and waste diversion potential.

After presenting to the MECP it was suggested to conduct public consultation on the Study and evaluation of options before moving forward with a focused Environmental Assessment (EA) for landfill expansion.

The main objective of this consultation program was to inform about the Study, gather public feedback on the work completed and understand the level of support for the preliminary preferred option: landfill expansion. In October 2022, the City re-engaged with MECP to share the results of the completed public consultation program. The City discussed the recommended intent to move forward with developing Terms of Reference for an Individual Environmental Assessment that focuses on landfill expansion.

3.1 Conclusions

The main objectives of the consultation was to inform about the Study, receive feedback on the work completed to date, and develop an understanding of the level of support for the preliminary preferred option: landfill expansion. Consultation activities included the use of a project website, social media, both virtual and in-person stakeholder meetings and a public online survey which outlined how the options were evaluated, the results and the preliminary preferred option.

Nearly 60 % of survey respondents indicated they were supportive or very supportive of Kawartha Lakes pursuing landfill expansion with some of the reasons being that it is the most reasonable or responsible option, is the most cost-efficient, provides a solution in Kawartha Lakes and is a proven method that is familiar to Kawartha Lakes. Based on the findings of the Study and the feedback received through consultation, it is recommended to proceed with landfill expansion as the preferred option for Kawartha Lakes to manage future quantities of residual waste.

There was a lot of discussion and feedback concerning increasing diversion of waste to minimize the need for residual waste management facilities. The City of Kawartha Lakes continues to find ways to enhance existing and add new programs to reduce and/or divert waste through reuse and recycling approaches. The Future Waste Disposal Study assumed that the City's waste diversion rate would increase and that the amount of waste requiring disposal would decrease however, there would be residual waste remaining that will require management.

It is noted that feedback was received that indicated some level of support for other options such as mixed waste processing and mass burn incineration. In addition to the evaluation of options, the Study also included reviewing various potential partnership options through interviews with municipalities, private companies and interested individuals. At the time of the interviews, it was determined that both mixed-waste processing and a shared-mass burn incinerator are in the early planning stages and are not deemed feasible at this time. That said, both are options that the City should continue to monitor in the future as technology and/or partnerships become available and feasible as they will reduce the amount of waste requiring landfilling; thus, extending landfill life.

3.2 Next Steps

The City shared the results of the public consultation with MECP and the recommended intent to move forward with developing Terms of Reference for an Individual EA that focuses on landfill expansion. The final results of the Study and public consultation will go to Council in early 2023. In 2023, the City's newly elected Council will confirm the next steps for the Study.

Appendix A

Student Question and Answers



Student Questions and Answers

Question	Answer
Will this change create more jobs and if so what jobs and pay?	If landfill expansion at a City site is approved, we expect the staff that already work at City sites will continue to work there.
When is the end of the landfill's life span and how fast will it fill?	Kawartha Lakes has 5 landfill sites with one site (Lindsay Ops) that takes most of the garbage. That landfill is expected to be filled up between 2030 and 2037. The timing depends on things like how people manage their waste at home and new City programs that can keep waste out of the landfill like a compost program!
Have you guys done testing to make sure the system will be odor free?	All the landfills have to follow the rules of the Ministry of Environment, Conservation and Parks and that includes keeping smells/odour down.
What do you plan to do with the animals?	Part of the landfill operations includes keeping animals away by doing things like covering the garbage in the landfill at the end of each day.
How big is the expansion?	We have estimated a range in how much garbage will need to be managed but the exact expansion size will be worked out in the next steps. Right now, we're looking at which option is best to manage garbage in the future.
When will this happen?	Right now, we want to hear from the public on what they think the best way is to manage garbage in the future. Using that plus our Study findings, the new Council will decide on the next steps early next year. If they agree with our recommendation to expand an existing landfill, an Environmental Assessment will begin which can take several years plus designing, engineering and constructing it. We think the expanded site could be in place by 2036-2037.
Is a compost facility a part of your diversion plan?	Our study looked at what to do with garbage only and the City is looking at ways to divert food waste and other organics from landfill. In our work, we assumed that the City would find ways to divert a lot more waste from landfill which would include organics.

Question	Answer
Could the waste disposal become far bigger than planned if there isn't composting?	We looked at a range of scenarios for how much garbage could be produced over the next 20 years. There will definitely be much more garbage if there isn't a composting program because almost half of what's in the garbage are materials that could be composted!
How do you think this will affect people?	People can make choices at home that can reduce the amount of garbage put out in the clear bags. That can help to reduce the costs and the amount of landfill space needed. We want to make sure City residents have a say so please come out and tell us what you think next Tuesday and ask your parents to fill out our survey!

Appendix B

Stakeholder Engagement Minutes



Meeting Minutes

Subject: Stakeholder Engagement Meeting
Date: April 20, 2022
Location: Zoom
Our File: 20-3756
Distribution: Distribution

Agenda

Item and Discussion

1. Welcome
 - 1.1. Introductions
2. Study Presentation and Overview
 - 2.1. Study Purpose and Objectives
 - 2.2. Public Consultation Purpose and Upcoming Opportunities
 - 2.3. Current and Future State
 - 2.4. Options and Evaluation Results
 - 2.5. Preliminary Preferred Option
3. Next Steps
4. Question and Answer
5. Discussion

The consulting team delivered a presentation that covered Agenda Items 2.1 to 2.5 and paused at the end of each section to hear feedback and answer questions from attendees. The following provides a summary of the questions asked and answers provided during the meeting.

Questions and Answers

Study Purpose and Objectives – Current State

Question: Why is the stakeholder meeting recording not being made publically available, all of our committees prohibit closed meetings as the intent is to be fully open.

Response (Dillon): This meeting is considered a stakeholder meeting, not a committee meeting before Council, so we chose to invite knowledgeable stakeholders to conduct a more focused discussion. We will be conducting future engagement with the general

Stakeholder Engagement Meeting

public through two open house events and a survey. The feedback received during this meeting will be available to the public via the consultation summary report.

Comment: The City is exploring the expansion of Laxton and Fenelon Falls landfills, which should be closely aligned with this Study.

Question: My question is regarding source separated organics (SSO) and how there have been successful projects in western Ontario. I think our dollars should go towards these types of programs to keep SSOs out of our landfills. For the City – Peterborough is going to be starting an SSO program, have there been discussions about sharing financial and material responsibilities with other municipalities – or us?

Response (City): Yes there have been discussions and a Request for Information (RFI) has been sent out to the public and commercial operations to see if there are interested or knowledgeable parties for SSO management and diversion. We are keeping an eye on our neighbouring municipalities such as Peterborough, Durham, and Northumberland to see what different types of programs there are. The legislation is also pushing municipalities to reduce organics in landfills – so yes we are absolutely looking into these types of programs.

Follow-up Question: So you have talked to Peterborough about this program?

Response (City): We are aware of the programs and are in discussion with multiple municipalities on their programs. If it makes sense to have a regional partnership, we are interested but want to look at all alternatives. The reduction in organics is not just required by municipalities but commercial operations and the private sector. Our RFI is looking to gain knowledge about any operation or organization involved in organic collection and processing.

Follow-up Question: So, you will hear back this week?

Response (City): I believe the RFI closes this week.

Question: Are diversion rates only for residential waste, therefore only for about half of the total waste?

Response (City): The diversion rate that is calculated is what is submitted to the province through RPRA as part of the annual reporting which is required to get the Blue Box funding. Commercial waste is not included in that. What is included is residential waste collected curbside, any waste brought into the landfills and depot by residents, and all diversion programs. So, there is commercial waste coming into the landfill that is not covered in that diversion rate.

Question: Diversion rates appear to have been going up until a peak at 43 % in 2017, then started going downhill, why the change, what happened after 2017?

Response (City): The peak in 2017 was when we implemented the clear bag program so we saw a big jump in the diversion. There are a lot of changes in the weights of recyclable materials – which are becoming lighter. Diversion is based on looking at the weights of waste material and blue box material and not on volume. Materials that go into the waste bin are generally a lot heavier than recyclable materials going into the blue box. That's why we have seen a decrease in the diversion which is similar to what other municipalities in Ontario have experienced. We have started focusing on other diversion programs for heavier materials such as SSO and construction and demolition waste which should help the diversion rate increase.

Comment: We need a political champion for SSO to connect with Peterborough or that will never take off rather than just staff connections.

Comment: To continue the SSO conversation, in my opinion, we should be focusing on this ahead of or simultaneously with the public consultation. There is little sense in choosing options for residual waste if we don't know what the residual waste will be. Can we accelerate the SSO or pause the consultation period? The potential vertical expansion of Fenelon and Laxton which is occurring now- this will buy us some time and allow us not to rush an Environmental Assessment (EA). As far as diversion, it seems that if we can do a full SSO program we could avoid something like 40% of what goes into the landfill. Construction and demolition (C&D) waste pilot is very successful – we should massively expand this as it is a huge portion of what goes into our landfills. If you can eliminate both these materials it will be upwards of 90% of problematic materials.

Response (City): The more material we can divert out of landfill, the greater the capacity we will have. Currently, we are trying to get information on various options so we can make the best choice.

Question: Many years ago, there were discussions about having Eldon landfill as the location for C&D waste to be diverted from. Is that a possibility to ramp up the diversion potential of C&D waste from all landfills?

Response (City): The Eldon landfill was approved for C&D material, we are able to secure approvals for residential waste as well as that which provides an added capacity for the municipality for residential waste. This might be looked at during the EA study. Keep in mind, that some of these sites (Eldon, Somerville) service the local community but the amount of waste that is accepted is relatively small in comparison to what is accepted at Lindsay Ops. Although there is the possibility to divert C&D waste there, considering 50% diversion – that would eat up capacity very quickly. Nonetheless, these are definitely things that should be looked at collectively to assess if there are more effective disposal approaches to free up capacity.

Future State

Question: If we diverted all organic and C&D, how long would current landfills last?

Response (Dillon): Our waste projections considered different waste diversion scenarios including the City's goal of achieving 70% and the resulting impacts diversion will have on the amount of residual waste (garbage) quantities to manage. The City is undertaking studies on specific diversion programs (e.g., SSO, construction and demolition waste).

Follow-up comment: While it may be outside of your scope, it is the right thing for the community to have all that information for public consultation. If we want to go gangbusters on SSO, C&D waste, then maybe we don't need a future waste options solution because the landfill lives may be prolonged.

Comment/Question: Where does the producer responsibility come into play by the province for the waste that is landfilled? That amount of recyclables are going down – when you look at blue box (especially plastics) very little is recyclable. It seems like the industry is going backwards because packaging cannot be recycled. The province and producers have a large responsibility to bring down that percent. The province has brought in producer responsibility 100% to pay for recycling, but it is going the wrong way – there are still products that can't be recycled which are going to landfill.

Response (City): The producer responsibility regulations cover recyclables, certain household hazardous waste materials, electronic materials, batteries, and tires. There is no producer responsibility regulation for residual waste. The province has not made any decision on commercial waste or recycling – only residential. During this process, a lot of municipalities provided comments to Ministry of the Environment, Conservation and Parks (MECP) to include commercial waste but it does not currently exist.

Comment: Manufacturers responsibility implementation coming shortly - we should wait to decide on a residual waste solution until we understand how that will impact residual waste numbers.

Comment: In regards to SSO— which I think we should pursue aggressively— there is a difference between having a voluntary program and an enforced program. If it's voluntary you might not get the buy-in you want. An enforced program could be to make it more expensive to throw out SSO materials. For example, in Toronto, your garbage bin is issued by the City, and you are charged according to the size of the cart you use. Here, we do not have municipality-issued bins but we may choose to limit the amount of bags you can use. This should be kept in mind when rolling out an SSO program.

Options and Evaluation

Comment (zoom chat): A shared Mass Burn option was not evaluated (i.e. like a Durham-York model). Did the city intend to exclude that model or was that the unintended consequence of contract terms of reference/constraints?

Response (City): As Betsy mentioned, there is not much data or partnership potential for a shared mass-burn facility therefore it was not explored in the Study.

Response (Dillon): We did a generic analysis of options to help the City assess what options to look at further, which is similar to what would be assessed during an EA. Looking at specific options which would need another feasibility or cost-benefit analysis which is outside of the scope.

Follow up: To confirm – the City did not intentionally exclude a model like Durham-York? But why was it not evaluated? A standalone mass-burn facility for Kawartha Lakes is not economically viable, but a partnership/shared model would be viable.

Response (Dillon): We did look at potential partnerships for a shared mass-burn facility, we spoke with Five Counties, but it was determined it was not a viable option as they were in their infancy stages. We don't have true data on their business case model and could not pursue it.

Follow up: You had mentioned that [a shared mass-burn facility] was excluded because of assumptions set by the City to not look at options to process other municipalities' waste?

Response (Dillon): In our generic evaluation of options to manage waste and we applied consistent assumptions. This included the assumption that the City would only be responsible for the waste it generates.

Follow up: Did the City preclude the evaluation of a shared mass-burn incineration or was it the unintended consequence of not wanting to process any other municipalities' waste? Did we intentionally say we weren't interested in evaluating the York-Durham model? If we don't evaluate [a shared mass-burn facility] we are missing a huge opportunity.

Response (Dillon): Our objective was to conduct a generic evaluation of options to manage the residual waste stream. There was no feasibility of the Five County's option – I mentioned that we did interview them, it was outside of our scope but we wanted to assess the current and future feasibility. But for this site, we did not have enough information on it.

Stakeholder Engagement Meeting

Follow up: Shouldn't we explore this option and showcase it during public consultation? If we had a political champion to work with Five Counties we might get some good numbers. York-Durham is a good and recent model to use.

Follow up: I agree. Why are we rushing this when there is a possibility of sharing the residual waste with others? Landfilling is technology from the past, we should recycle, compost and divert C&D waste and put our money into that instead. I saw a gasification plant in Ottawa 20 years ago and am amazed the technology is not further along now. I think we are moving too fast when there are other options available.

Comment: I agree with the suggestion to explore incineration – I hear you say it hasn't been done in this study. In conjunction with this preferred option, I do encourage other options to continue being explored. In terms of landfill mining, the Parks and Recreation Division (PRC) took a trip to the Barrie landfill which was being excavated and at the time they said it was not economically profitable due to the lack of valuable materials. I am not sure this has any future.

Comment: In the report, it discusses pursuing other options – so the preferred expanding landfill option does not preclude us from looking at other options. My concern with that is that when we start spending money on one option there is no way we are going to terminate it. My recommendation is to slow it down and include all options in public consultation. We should make sure all diversion scenarios are being considered in the evaluation, for example, diversion potential of an SSO program. Public consultation should include information on everything (e.g., SSO program, Laxton and Fenelon Falls expansion, and construction and demolition options).

Comment: I thought incineration was on this evaluation – am I missing something?

Response (Dillon): Yes, we did explore incineration. The difference is that we conducted a generic evaluation assuming that certain diversion rates are achieved. We didn't go into the specifics on how those diversion rates would be achieved, just that diversion will increase and the residual waste will be managed through one of the nine options.

Comment, follow up: Yes, the project did evaluate mass burn. They did not evaluate a program similar to York-Durham facility. My understanding is that the project did not evaluate a model like York-Durham because the City does not want to process waste from or by another municipality.

Response (Dillon): We did talk to Five Counties to see where they were at in the process. They were at the very initial phases of planning and a specific analysis of the feasibility for Kawartha Lakes could not be done at this time.

Follow up comment: I understand that, but my opinion is that it should have been evaluated and eliminated because of the risk and complexity of organizing the option

Stakeholder Engagement Meeting

with Five Counties. It should be done scientifically and with the same method as the other options.

Comment: What is going to happen to all the recycling for seasonal residents? How does the City manage seasonal recycling programs?

Response (City): Seasonal residents are still required to recycle, similarly to how permanent residents are. Curbside collection services are generally the same throughout the year other than a few roads which seasonal residents live on and are private or not maintained during the offseason. These roads are only serviced during the summer season.

Comment: I am interested to hear the public perspectives before making any final determination. I think the diversion option appeals to me because if we can do SSO and C&D diversion, we will have the time to come up with a final solution. Burying garbage in the ground is the worst approach.

Comment: I believe we need to make informed decisions, I think we live in uncertain times especially financially. Council has to be cognizant when spending tax payer's money. We have to look at what is reasonable at the same time what is feasible financially. I was a big fan of incineration, I am not against it, but it looks like there are huge costs involved. We need to proceed with caution if we are going to be interacting with other agencies.

Comment: A quick comment, everyone has been talking about the capital costs for incineration, just for an order of magnitude it is 300 million. Give or take, 10 or 20 – which is well beyond the scope of Kawartha Lakes by itself.

Question: Looking at the evaluation numbers, the three burning options show a high environmental rating. I have a hard time understanding how something that creates greenhouse gas (GHG) emissions would have such green numbers. Can someone comment on this?

Response (Dillon): One of the assumptions for all the options is to assume impacts on air, noise, groundwater, and surface water, which would be following MECP's stringent monitoring requirements. The other part is that they do divert a high amount of waste requiring final disposal, which has the potential to create energy. The climate change impacts associated with these options is what gave them the higher environmental score.

Comment: What about the costs to the residents and environment? You talk about the costs associated with our taxpayers down the road, but what about the costs to our residents and environment. There are funds from federal and provincial governments to get these climate and waste reduction goals.

Stakeholder Engagement Meeting

Comment: The York-Durham facility cost 300 million dollars, which has been paid back in 7 years. For the City, if we entered a shared facility – our expected costs would be approximately 47 million. We are talking big numbers, but numbers that are similar to an expanded landfill option. This is not totally unreasonable. Another option that I think we should put to the public not that needs to be evaluated by Dillon – what about doing a hybrid option of mixed waste processing, increased diversion programs and a small vertical expansion.

Comment: Durham is a high-end facility, but very rare in Ontario. Incineration is a proven technology in Europe – there are many operations there – so we should pursue it carefully.

Comment: I have been in favour of the incineration side, I would say slow down everything, but it should be explored further.

Comment (zoom chat): I don't think 2 consultations is enough.

Errors and/or Omissions

These minutes were prepared by Charlotte Banks who should be notified of any errors and/or omissions.

Appendix C

Jump In Q & A



Jump-In Questions and Answers Summary

Question	Answer
Can we add a link to the actual study?	The Future Waste Options Study has been added to the Jump In website.
Why not consult with waste logic that is a company already in Kawartha lakes?	Kawartha Lakes retained Dillon Consulting to complete the Future Waste Options Study through a competitive procurement process.
How cost efficient is the Waste to Energy system in Durham region? Would it be feasible to send our waste there or to build a similar facility in The City of Kawartha Lakes?	The capital and operating costs of mass burn incineration facilities depends on a number of factors such as the overall capacity, the revenue from recovered metals and the sale of electricity. In 2016, the Durham-York Energy Center cost \$284 million which includes \$255 million to construct and \$29 million for the Environmental Assessment (EA), permits and approvals, site servicing, consulting fees and economic development activities in the host municipality. Gross annual operating costs are currently about \$16.8 million (2020 dollars). The Durham York Energy Centre only accepts waste generated from the Regions of Durham and York only.
Sounds like a 'band aid' or 'pass the buck' solution to an enormous problem. Inevitably, we'd run out of space again. The ONLY way is to EDUCATE (the worst problem on earth) HUMANS! We NEED to learn how to reduce and reuse! #happyearthday	Thank you for the comment and yes – education plays a huge role! For more information on actions Kawartha Lakes is taking to improve awareness and diversion in the community check out the links below: City Waste Management Website Making Waste Matter - Integrated Waste Management Strategy 2020 to 2024

Question	Answer
<p>Please pause the public consultations and take the time to evaluate ALL viable options (including shared mass burn and hybrid models) and incorporate all other active waste activity impacts for consideration by the public in consultations for Future Waste Options (ie CKL SSO, mandatory diversion of construction waste, Manufacturer Responsibility Program). The Durham-York Energy from Waste centre in Clarington has cut their cost of waste processing in half. There are also hybrid options which could reduce our residual waste to a level where current landfill could handle our waste for generations.</p>	<p>There are many elements to municipal waste management system and Kawartha Lakes has completed or is in the process of completing different projects. Dillon Consulting was retained to look at one element which is to evaluate options to manage garbage once the City's existing landfill capacity is exhausted and consult on the findings. The Municipality had consulted with the public in 2019 during the development of the waste management strategy Making Waste Matters that looked at ways to achieve the goal of 70% diversion of waste from landfill.</p>
<p>How has the Province's new Recycle Program impacted the options and decision making process in finding a future site?</p>	<p>There is a lot of change happening in Ontario when it comes to managing municipal solid waste including diverting food and organics from disposal and fully transitioning responsibility of the Blue Box program to producers. The Future Waste Options Study projected the amount of garbage that Kawartha Lakes would have to manage assuming different diversion scenarios including the goal of 70%. Municipalities will still be required to manage the garbage remaining after diversion and the focus of this Study was to start the process in considering how Kawartha Lakes will manage garbage in the future.</p>

Question	Answer
<p>Why are we not seriously considering incinerators? People do not respect the processes in place. Take a drive on any garbage day there are numerous residents not recycling, just dumping everything in garbage bags. Thought visibility/forced participation was the whole reason behind clear garbage bags?</p>	<p>Mass burn incineration was one of nine options that was reviewed and evaluated as part of the Future Waste Options Study.</p>
<p>The survey asks if there are other options that should be looked at but no option to add other than those you note. I think there should be a hybrid solution.</p>	<p>Thank you for your comment. The scope of the Study was to look at each option individually in a generic manner. The consultation process will help inform the City of the next steps including if more options should be considered or studied further in addition to the preliminary preferred option.</p>
<p>Why don't municipalities get together as a group to lobby federal and provincial governments to force plastics producers to standardize plastic packaging so that it is all clearly recyclable in all municipalities and that the "chasing arrows" symbol on the packaging actually means that the item is recyclable? Until manufacturers are made responsible for their own products the waste problem will keep growing in line with our growing population. This should apply to the construction material industry as well.</p>	<p>Ontario is moving towards full extended producer responsibility (EPR) which intends to harmonize the Blue Box program across the province. It is anticipated that EPR will create incentives for producers to design packaging with the environment in mind.</p>

Appendix D

Virtual Public Open House Minutes



Meeting Minutes

Subject: Virtual Open House
Date: May 20, 2022
Location: Zoom Webinar
Our File: File #20-3756

Attendees

Adam Found, City of Kawartha Lakes (City)
Juan Rojas, City
Tauhid Khan, City
Kerri Snoddi, City
David Kerr, City
Betsy Varghese, Project Manager, Dillon Consulting (Dillon)
Nicole Beuglet, Engagement Specialist, Dillon
Charlotte Banks, Waste Specialist, Dillon

Agenda

Items and Discussion

1. Introductions & Welcome
2. Study Presentation and Overview
 - 2.1. Study Purpose and Objectives
 - 2.2. Current and Future State
 - 2.3. Options and Evaluation Results
 - 2.4. Preferred Option
 - 2.5. Public Consultation Purpose and Upcoming Opportunities
3. Next Steps

General Questions

Question: How much residual waste is produced by the Industrial, Commercial and Institutional (ICI) sector?

Response (City): Approximately 40% of the waste in our landfills is construction and demolition (C&D) material, with the majority of that coming from the ICI. Commercial waste is also collected curbside, which makes up about 5% of the landfilled materials.

Question: How many cells would be possible for the preferred option of expansion?

Response (Dillon): When a landfill is approved, it is approved within a certain footprint. You develop one cell at a time in the landfill where a plan would be created to ensure only approved activities are done in each cell. Landfills and cell activities are site-specific so at this time, we cannot comment on that at this time.

Question: What type of cover material is being used at the landfills? Any considering in alternative daily cover (ADC) to help with airspace saving and extended life of the cells?

Response (City): Yes, the City does use ADC at our landfills. We use steel plates at several of the landfills, which is put on top of the area that was filled with waste each day and is removed the following day - this reduces the amount of virgin sand we use. Other alternative daily covers used includes compost and wood chips.

Question: What about Somerville? Why not divert ICI waste there?

Response (City): All five landfill sites accept construction and demolition waste, but Lindsay Ops (because of being the largest site) accepts the most. The issue with diverting all of that waste to Somerville, or any smaller landfill, is that the available capacity is much less. Although the forecasted closures for these landfills is many years into the future the projections are based on the currently received waste tonnages - so if you increase the amount of waste as dramatically as diverting all construction and demolition waste, then they will fill up very quickly.

Question: Why does an Environmental Assessment (EA) take so long?

Response (Dillon): It requires looking at multiple potential impacts, assessing them and determining mitigation measures. Depending on where the site is located, various stakeholders would need to be consulted as well.

Question: How is the producer pay system going to play into this?

Response (City): The current producer responsibilities only regulate certain materials. Bulky plastics, plastics not accepted into the Blue Box and ICI materials are not covered within this legislation. The City did advocate to include these materials and ICI generation, but the regulation still does not include that.

Option Selection

Question: How were the options selected? With 4 alternatives and 5 landfill options it seems pretty heavily loaded towards landfill.

Response (Dillon): The number of options we evaluated was based on discussions with the City as well as our National Waste Management Team's expertise of current waste options. There are less proven options when you are look alternative solutions, whereas landfill-related options have a lot of historical evidence and experience in Ontario.

Question: Why isn't a source separated organics (SSO) program a preferred option?

Response (City): A SSO program is when organics are separated from garbage bin materials, also referred to as a 'green bin program' in other municipalities in Ontario. The City is looking at many diversion programs, including an SSO program as outlined in its Waste Management Strategy. Beginning in 2025, the City will be legally obligated to put in place programs to decrease organic waste in the garbage by 50% in urban settlement areas of Kawartha Lakes. A Request for Information (RFI) recently closed and is currently being reviewed to see if there are any partnership possibilities for a SSO program. The results will be brought to Council in the coming months. The Future Waste Options Study's scope focused only on residual and how to manage it after diversion programs have been implemented.

Question: Is there an opportunity to look at a hybrid option – looking at SSO processing and mixed waste processing?

Response (Dillon): The SSO processing is a diversion program that is being looked at currently by the City. The Future Waste Options Study assumed that the diversion target of 70% (as stated in Making Waste Matter) was achieved – how it achieves the diversion target was outside of our scope. Mixed waste processing was evaluated as a single option and the evaluation results can be seen in our report.

Question: Why was shared Mass Burn Incineration not evaluated?

Response (Dillon): A shared mass burn incineration option was not evaluated due to the scope of the Study which was to look at ways the City could manage residual waste in the future, one of the nine options explored was mass burn incineration. The intent of

Virtual Open House

the Study was to conduct a generic evaluation of the options. Dillon completed several interviews with potential external partners and gauge their interest in collaboration. One conversation involved a consortium looking at a shared mass burn incineration facility, unfortunately it was determined by the information they presented that they were still in their infancy stages of developing the project.

Errors and/or Omissions

These minutes were prepared by Charlotte Banks who should be notified of any errors and/or omissions.