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DEVELOPMENT OF AN INTEGRATED WASTE MANAGEMENT MASTER PLAN

The Environmental Services Committee recommends the adoption of the recommendations contained in the following report dated May 19, 2010, from the Commissioner of Environmental Services and the Commissioner of Planning and Development Services.

1. RECOMMENDATIONS

It is recommended that:

1. Regional Council endorse the guiding themes (*Attachment 1*), to be used as the foundation for development of the Integrated Waste Management Master Plan.
2. The Regional Clerk circulate this report to the Clerks of the local municipalities.

2. PURPOSE

This report seeks Regional Council endorsement of the proposed approach for developing an Integrated Waste Management Master Plan.

3. BACKGROUND

Master planning has a strong history in York Region

Master Plans guide the Region's infrastructure needs for water, wastewater, roads, transit and cycling infrastructure for the next 25 years and beyond. These plans are based on sustainability objectives which preserve and enhance our natural environment, economic vitality and healthy communities while providing safe, affordable and efficient transportation and servicing for York Region's residents and visitors.

Based on the benefits achieved from master planning for other Regional services, as well as best practices within the industry, Waste Management Services can be further strengthened by developing a long-term Master Plan. Creating a Master Plan that aligns with current Regional plans and strategies will ensure sustainable, diverse, long-term waste management practices and systems that are consistent with the Region's corporate vision and strategies. An Integrated Waste Management Master Plan development was endorsed by Council in the 2010 Business Plan and Budget for Environmental Services.

4. ANALYSIS AND OPTIONS

York Region is an established leader in waste management in Ontario

In 2008, York Region ranked first in waste diversion performance, in Waste Diversion Ontario's (WDO) Large Urban Municipalities category for the second year in a row, and second overall in Ontario with its diversion rate of 53%. In addition, York Region waste diversion initiatives received three Gold level Waste Minimization awards in 2008 from the Recycling Council of Ontario.

Strong foundation required to ensure York Region's waste management program maintains its leadership position

A York Region Integrated Waste Management Master Plan will provide strategic direction necessary to ensure York Region maintains a leadership role in waste management in Ontario. This Master Plan will create a decision making framework that is able to adapt to changing legislation, increasing Provincial targets, and prepare for population growth. The Master Plan will be an overarching document that guides York Region's waste management decisions over the next 25 years and adapts with updates to reflect advancements in waste management technology, stewardship programs, and waste composition.

Master Plan will build upon goals and strategies from current strategic plans and documents

The objective of the Master Plan is to develop an overarching waste management program as outlined in the Ministry of the Environment policy statement on best practices for waste management planning. It will be designed to achieve the goals laid out in the Region's strategic plans and other planning documents as depicted in Figure 1. The Master Plan would be considered a *Strategic Initiative* in this hierarchy. In addition to integrating with York Region's core planning documents, the Master Plan will build on the success of the Joint Waste Diversion Strategy and the York-Durham Individual Environmental Assessment by taking a long-term focus on waste management programs including:

- Best practices locally and worldwide
- Optimized diversion services
- Sustainable residual waste management solutions (Energy From Waste and Dongara)
- Requirements for servicing population growth and intensification
- Long-term operating and capital planning needs, including expanding physical services such as Community Environmental Centres (CEC).
- Balance between contracted and Regional staff
- Alternative funding models for waste management
- Opportunities for increased advocacy, similar to York's recent efforts through the Environment First Symposium

- Integrating new legislation and incorporating flexibility to adapt to emerging situations such as new Extended Producer Responsibility programs
- Multi-storey, high density residential, and Industrial Commercial and Institutional (IC&I) programs

A joint report between Planning and Development Services and Environmental Services being presented at June Planning and Development Committee includes recommendations focusing on future multi-story and high density residential developments.

Figure 1: Corporate Planning Hierarchy



Master Plan will provide sound, strategic direction in both the short and long-term

The Master Plan will include an analysis of current programs and development of long-term program recommendations. The Master Plan may also contain recommendations for new programs. It will contain a long-term schedule for implementation of recommendations and will be a living document that will be updated every five years.

One of the goals for the Master Plan is to develop a decision making framework to assist staff in developing waste management policy that is adaptable to the changing regulatory environment and population growth.

Guiding themes will be basis for developing Master Plan

On February 8, 2010, a workshop was held with staff from Environmental Services, Planning & Development Services and the CAO's Office. The purpose of the workshop

was to review policies and principles detailed in the Region Official Plan, the Joint Waste Diversion Strategy and the MOE Best Practices for Waste document and group them into common categories. These were used to develop the guiding principles for the Plan.

The result is a set of proposed guiding themes shown in Figure 2. There have been two opportunities to review and discuss these themes with the local municipalities and the themes have been refined based on their input. These guiding themes will be further refined through public and stakeholder consultation and will form the foundation for the Master Plan. Please refer to *Attachment 1* for the complete document.

Figure 2: Proposed Guiding Themes



Master Plan will be developed by a steering committee, project team, and stakeholder advisory committee

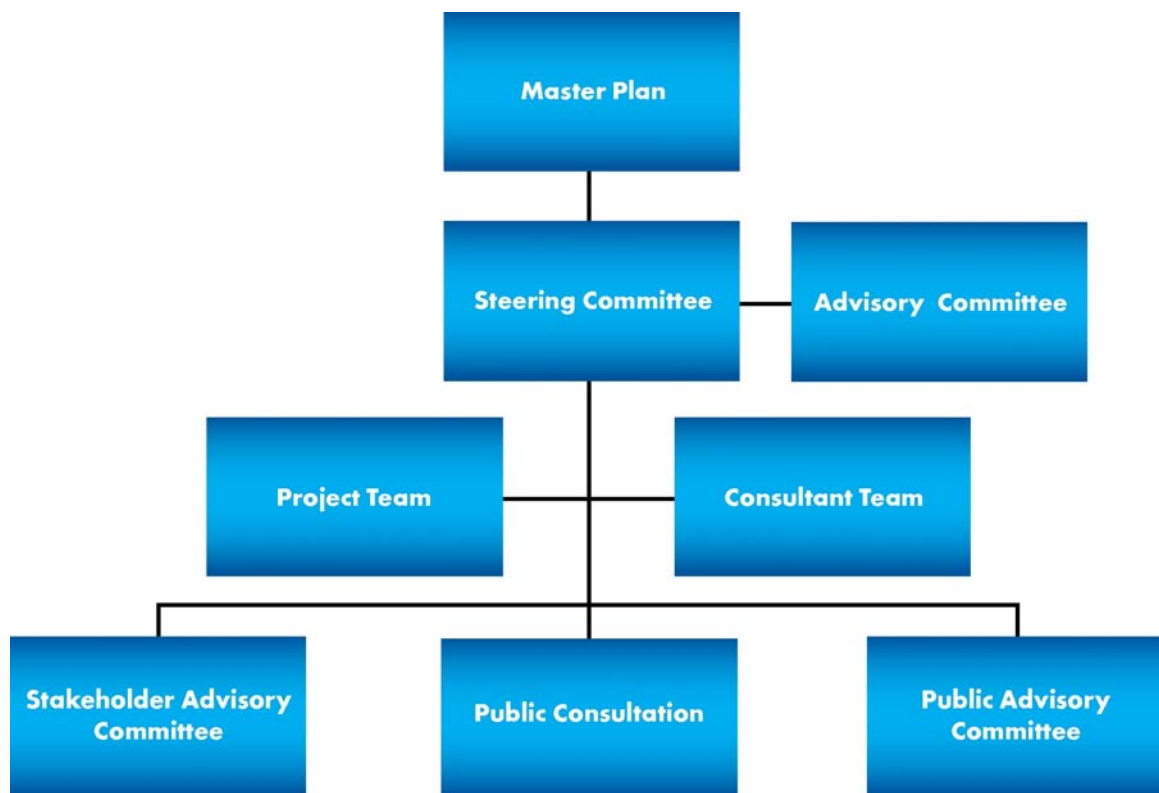
The Master Plan development team will be co-led by Environmental Services and Planning and Development Services staff. Environmental Services staff will provide expert knowledge of waste management issues while Planning and Development Services staff will provide expert knowledge on the master planning process.

The project management team hierarchy for the Integrated Waste Management Master Plan will be similar to the Water and Wastewater Master Plan. A steering committee will be established consisting of senior management from both Environmental Services and Planning and Development Services. The steering committee will be consulted at key points during development of the Terms of Reference and Master Plan. The primary

function of the steering committee will be to provide high level direction to guide advancement of the Master Plan. The Steering Committee will consult with an Advisory Committee consisting of Senior Management from other Regional Departments.

Figure 3 shows the proposed project management organization for development of the Master Plan.

Figure 3: Proposed Project Management Structure for Master Plan Development



Local Municipalities will be partners in Master Plan development

Due to York Region's two-tier waste management delivery model, local municipal participation and partnership is essential throughout the Master Plan process to create a fully integrated and comprehensive plan. Local municipalities have provided input into the scope for the Master Plan, have provided feedback on the guiding themes and have been provided an opportunity to review this report.

Master Plan process will include significant consultation with stakeholders

Stakeholder engagement is a key component of the Master Plan development process. Stakeholder groups will be consulted at several points in the process to allow for collaboration and to strengthen the project.

Representatives from each local municipality will be invited to participate as a member of the Project Team to help shape both the Terms of Reference and Master Plan.

A stakeholder advisory committee will be developed consisting of a broader group of stakeholder organizations. The committee may consist of local municipal representatives, conservation authorities, the Ministry of the Environment, Non-Governmental Organizations (NGOs), and industry representatives such as contractors. In addition, members of the public who are interested in participating on this Committee will be requested to submit an application. The primary function of this committee will be to serve as an advisory group at significant milestones during the development of the Master Plan.

Public consultation sessions will be structured to maximize value

Public consultation sessions will allow York Region residents an opportunity to provide input to the development of the Master Plan. These sessions will be held in different locations across the Region and will be led by an independent facilitator to ensure sessions remain impartial and effective.

Terms of Reference to be completed in 2010 and development of the full Master Plan will begin in 2011

Environmental Services and Planning and Development Services staff will develop the Terms of Reference and will retain an expert consultant to assist in the delivery of the full Master Plan. The Terms of Reference will be completed by the end of 2010 with development of the full Master Plan to begin in 2011.

Development of the Terms of Reference will involve consultation with the steering committee, project team, and other stakeholders as required. The Terms of Reference will define the project scope in terms of study objectives, major tasks, deliverables, consultation progress and study schedule.

5. FINANCIAL IMPLICATIONS

Investing in waste management master planning is necessary for long-term sustainability

Responsible waste management is a key priority to ensure York Region's growth is managed sustainably. A Master Plan is needed to ensure the right decisions are made in waste management based on York Region's strategic plans and regulatory requirements. For instance, future increases in the Region's diversion rate will increase program costs. By developing a long-term plan for waste management the Region makes a commitment to sustainability for the community. Investing in waste management now will help ensure future costs are well managed.

Budget for development of Master Plan is approved through the 10-year Capital Plan

As the Region continues to grow, demand for sustainable waste management services will increase. The Master Plan will address program needs to support the Region's growth and intensification. Over the past six years, York Region's waste management program has evolved from the provision of core services, into a multi-faceted, integrated system providing a high level of diversion.

Regional Council has approved \$1.3 million to develop both the Terms of Reference and the full Master Plan. In addition, an annual budget of \$100,000 has been allocated from 2011 to 2015 to update and maintain the Master Plan.

6. LOCAL MUNICIPAL IMPACT

Under the two-tier service delivery model, York Region and the local municipalities are partners in delivering waste management services in a coordinated and cost effective manner. Therefore a Master Plan will help ensure waste management services continue to be effectively delivered to maximize diversion.

Local municipalities will be partners throughout the development of the Terms of Reference and Master Plan development process. To ensure that local municipalities are fully involved in the process York Region staff will invite each local municipality to appoint a representative on the project team and the technical advisory committee. Inclusion of local municipal staff in the development process will have the ultimate goal of providing a seamless service to our residents.

7. CONCLUSION

The Master Plan will be developed jointly by Environmental Services and Planning staff. The proposed guiding themes will form the basis for stakeholder consultation in the development of the long term Master Plan. The Terms of Reference will be developed in 2010 and the full Master Plan development will begin in 2011. The Master Plan will pull together various Regional policies and strategies and build upon them through partnership with local municipalities and stakeholder consultation to create a comprehensive long-term plan. The Master Plan will guide waste management decisions in the future and will enable York Region to continue to be a leader in waste management.

For more information on this report, please contact Laura McDowell, Director of Environmental Promotion and Protection at (905) 830-4444 Ext. 5077 or Loy Cheah, Director of Infrastructure Planning at Ext. 5024.

The Senior Management Group has reviewed this report.

(The attachment referred to in this clause is attached to this report.)

Themes for Development of Integrated Waste Management Master Plan

Theme	Guiding Principle	Policies / Principles Set Out in Regional Official Plan, Joint Waste Diversion Strategy and the MOE Best Practices Document
Results Oriented Waste Management	Taking a material specific approach to implement sustainable methods for reducing waste and achieving Regional targets	- To surpass waste management regulatory requirements by: - o Achieving at least 80% diversion from landfill by 2010; - o Achieving over 90% diversion from landfill by 2016; and, - o Eliminating the disposal of unprocessed waste in landfill by 2020. - Diversion of materials from final disposal is maximized in consideration of the provincial 60% diversion target, including the creation of incentives where appropriate. - The initiative has the potential to divert at least an additional 1% of the total waste stream - The initiative has been proven to achieve results - There is a reliable market / end use for materials diverted through the initiative (this includes the availability of two or more domestic markets, or a market with a stable operational history and financial security)
Informed and Engaged Communities	Fostering an engaged community as active participants in the 4R's (Reduce, Reuse, Recycle, Recover)	- Decision-making is open and transparent. - Informed citizens support waste management choices and participate in waste management programs. - It is accessible to the public
Advocacy and collaboration	To collaborate with key public and private sector stakeholders to drive leadership in sustainable waste management throughout York Region and beyond, in support of the 4R's with a focus on waste reduction	- To encourage the Province and Federal government to provide comprehensive packaging reduction and extended producer responsibility legislation that supports the goal of waste prevention. - To encourage the industrial, commercial and institutional sectors to develop waste reduction programs that support York Region's diversion goals. - To encourage the Province to require waste reduction programs in the industrial, commercial and institutional sectors. - To encourage the diversion of construction and demolition waste to meet or exceed the Region's diversion targets of policy 7.4.2. - Public and private sectors cooperate, where possible, to realize cost savings and maximize efficiencies - Producer responsibility is incorporated into waste reduction and management.
Applying Innovation	Sound, innovative solutions applied locally	- To pursue innovative energy-from-waste technologies. - Integrated waste management systems that reflect local circumstances are in place. - Waste is managed as close to the source of generation as possible. - Innovative waste management technologies and approaches are incorporated as appropriate to local circumstances to achieve sustainable solutions. - Maximum value from waste is recovered from the waste stream - The capital and operating cost to implement the program is economically feasible, with the understanding that diverting waste from landfill is generally more expensive than landfilling alone; - It demonstrates leadership in waste diversion

Sustainable Waste Management Master Plan	Using the sustainability lens (economic, social, environmental) throughout the development of our Waste Management Master Plan	• To develop a York Region Waste Management Master Plan based on a sustainable life-cycle approach containing comprehensive strategies to reduce, reuse, recycle, and recover all forms of waste in York Region. • Environmental protection is a shared responsibility • Waste management choices consider economic, social and environmental costs. • Investment in infrastructure is made to accommodate growth.
Leading By Example	Develop and implement internal policies & practices that demonstrate York Region's commitment to leadership in sustainable waste management	• To achieve ISO 14001 environmental management system certification for Regional waste operations by 2012. • To work towards three-stream waste collection in Regional facilities. • To investigate ways to reduce, reuse, recycle, and recover waste in Regional functions and facilities and incorporate reused or recycled material in operations and maintenance. • To pursue environmentally responsible purchasing practices for Regional operations and services • To develop regular monitoring tools and operational policies in support of achieving substantial waste reduction in Regional operations and services. • To require that the Region and its contractors follow socially and environmentally responsible waste management practices. • To promote local solutions for waste management and to ensure that the location of any new solid waste management facility has regard for public health and environmental impacts.
Municipal Partnerships	To build seamless municipal partnerships to optimize service delivery	• To work with local municipalities to achieve consistent delivery of waste management services across the Region. • To work with local municipalities to develop and implement a comprehensive public awareness program, including waste reduction strategies, strategies to increase 4R participation rates and education regarding the environmental, economic and social effects of waste. • To work with local municipalities to streamline and co-ordinate waste collection and diversion responsibilities to optimize program delivery. • To require tripartite agreements with local municipalities and their collection contractors to encourage compliance with the Region's processing facility requirements. • To require that all new multi-unit residential buildings incorporate three-stream waste collection capabilities. • To work with local municipalities to require existing multi-unit residential buildings to participate in three-stream waste collection. • To pursue partnerships with local municipalities and other jurisdictions for shared infrastructure and resources to optimize efficiencies and provide consistent waste management programs across municipal boundaries. * Any potential service level change for local municipality needs to be explored further