



6020 Highway 542, P.O. Box 187
Mindemoya, ON P0P 1S0
Tel: 705-377-5726
Fax: 705-377-5585
Email: centralm@amtelecom.net

SPECIAL MEETING
DRAFT WASTE MANAGEMENT PLAN PUBLIC INFORMATION & INPUT SESSION
November 7, 2022 @ 7:00 p.m. via ZOOM
MEETING SUMMARY – Questions and Answers

BACKGROUND:

In 2022, the Municipality awarded Cambium Inc, the contract to support the development of a Long-Term Waste Management Plan. The vision of the plan was to be financially and environmentally responsible. For several years, the Municipality had been working with the Ministry of Environment Conservation and Parks (MECP) to approve long term operational plans for the Providence Bay Waste Disposal Site with capacity for 20-30 years. Unfortunately, the MECP issued an amended Environmental Compliance Approval (ECA) requiring that the Municipality cease landfilling (and operate the site as a transfer station only) by June 1, 2022. The Municipality was able to negotiate a 1-year extension to closure to June 1, 2023, and immediately embarked on the planning process. The development of the Plan was no small undertaking but a very worthwhile process. There has been good engagement so far, and throughout the process we have done our best to address and balance concerns.

In addition to closure of the Providence Bay Landfill site and its transition to a transfer station, there were two other factors influencing the development of the draft Waste Management Plan. In 2016 the Province of Ontario finally implemented waste legislation to transition from a waste management framework to resource recovery framework. This legislation shifts responsibility for certain waste streams (tires, hazardous waste, electronics, and blue box packaging) 100% back to producers. The legislation has been implemented one stream at a time and major changes to the Blue Box program are to be fully implemented by 2026.

The second factor is that the province has proposed regulatory changes to support Advanced Recycling operations and the Municipality has the opportunity to consider a proposal for a thermal treatment (Advanced Recycling/ AR), technology pilot project.

The Municipality requested that the plan focus on the circular economy and opportunities for waste diversion. The emphasis on circular economy essentially shifts the lens so that instead of looking at things as waste, you look at them as resources. It changes the linear approach to bend that line backwards so that once we have completed the first use of an item, we bring those

resources back into use again. This eliminates, wherever possible, the landfill step that we have now.

The development of this plan is one of many steps. Once the plan is finalized, it will remain a living, evolving document and should be reviewed at minimum every 5 years. The emphasis on 50 years in the plan was to ensure we make decisions for our community based on a long-term outlook to support circular and sustainable solutions. The timeline doesn't suggest that things will not change or be reviewed for another 50 years. Once the Plan is finalized, there will still be transparency during implementation of each step, and continued opportunities to provide input.

QUESTIONS & ANSWERS:

1. I was not aware of the organics program and want to know more about it. The survey indicates that many people were not aware of it. Why?

- On April 5 2022, the Municipality launched a pilot program for 50 residents to purchase one of the FoodCycler machines at a subsidized rate. Participants agreed to track use over a 12 week period and report back to the municipality via survey. When the program launched the 50 units were sold out quickly. At that point, the focus was redirected to program implementation rather than further advertising. A waitlist was created to collect names of people who are interested in future programs.
- The program was publicized on social media with boosted ads, the website, at Council meetings, at the Municipal office, as well as in the local newspaper. A press release was sent to local media outlets.
- The pilot project was well received, and we had positive feedback regarding the program. We have asked Food Cycle Science to prepare options to be considered in the 2023 Budget process to continue or expand the program.
- Food Cycle Science is a company based in Ottawa Ontario. They are working with Municipalities across Canada to distribute FoodCycler machines to residents at highly subsidized rates. FoodCyclers are a counter-top 'at-home' devices which are about the size of a bread-maker. They process organic waste through dehydration and grinding. For more information about the technology and what they can process go to: <https://foodcycler.com/pages/food-waste-recycling> and quick facts sheet posted to our website <https://www.centralmanitoulin.ca/foodcycler-pilot>
- If anyone is interested in participating in future programs or wants to know more, please contact Patricia Mader, Municipal Coordinator at centralmc@eastlink.ca. She will put you on a list to be contacted should the program continue in the future.

2. At what stage of the waste management planning process are we and why didn't I know about the survey? How was it advertised?

- Prior to the public meeting the draft plan was posted on the municipal website for four weeks to gather public input. The final document will incorporate feedback we have received from the public and Councillors and will be sent to Water, Waste and Education Committee for approval in early December. Once approved, the work to develop an implementation/action plan will begin.
- The Plan will be a guiding document, but the process of implementation will constantly evolve similar to strategic plans, the waste management plan should be reviewed and updated regularly. Although the timeframe for the guiding vision of the document is 50 years, it should be revisited at minimum every five years. Each individual recommendation in the plan will have to be reviewed by Council prior to implementation.
- Cambium Inc. was awarded the contract to work with the Municipality to develop a long-term Waste Management Plan in early July 2022. Throughout July and August, they collected and reviewed background information. A survey was posted and circulated August 9 to August 31, 2022. The survey was circulated on the website, boosted ads on social media, ads in the local newspaper, notices distributed at the Municipal office during peak tax time, and flyers as well as copies of the survey were distributed at the landfill site. There were several updates and presentations made to the WWE Committee throughout the development of the plan. Those meetings are open to any member of the public who wishes to attend.
- The Municipality does not have a communications department and have limited project budgets. We are necessarily very strategic when creating our communications plans for projects. We do not have the capacity to do a mailer for every project, let alone at multiple stages of any single project. You can help us out by staying active and engaged with our Facebook page, our website, and by attending committee and council meetings.

3. What about contacting suppliers of goods that are using excessive packaging to reduce the necessary packaging and/or use edible packaging where possible. Have we been in touch with other communities that have demonstrated effective ways to reduce and recycle waste, so we don't have to reinvent the wheel? If we can reduce waste and divert more, then we won't need an expensive new landfill or an expensive AR facility.

- We agree that packaging is problematic, and that producers should take responsibility for the packaging they create. Provincial and federal legislation are being put in place and implemented to address some of these challenges. The federal government is working on legislation to ban single use plastics. The provincial government is changing the blue box program to shift responsibility to producers and expand the types of materials that are

included. The new blue box program will include items not currently included in program (chip wrappers, granola bar wrappers, utensils). The hope is that this will change packaging to things that can be more easily recycled or composted.

- The plan had an emphasis on looking at waste diversion options as well as taking a circular economy approach in its development.
- The consultant that prepared the plan was selected through a competitive RFP process which included a section on providing information on similar projects undertaken to demonstrate up to date knowledge of best practices. One of the benefits of working with a highly experienced firm like Cambium Inc, is that the Municipality benefits from having access to industry knowledge, which includes knowledge of best practices and what other municipalities are doing. Cambium has worked with many other communities facing similar challenges. We benefitted from this knowledge and experience in the creation of our draft Plan.
- We face some unique challenges on Manitoulin, and it can be difficult to find communities who have implemented successful innovative projects who are also of comparable scale, population, geographic context, remoteness, climate, and regulatory context.
- As the municipality has no remaining landfill capacity come June 2023, plans for the destination of non divertible waste materials needed to be considered.

4. On our long-term solutions, I agree we need to still be exploring the advanced recycling proposal from Gagnon, but should we not just get started on a new landfill right away? Is it beneficial to look towards a new dump at the exact same time?

- Good question, but it is really one that Council needs to answer. It comes down to the level of investment required to begin working on a new landfill site. This will be an expensive process so whether you want to begin that investment immediately and simultaneous to considering Gagnon's request to lease land is a question for Council. But a new landfill should remain on the radar.

5. Can the table shown in the slide be expanded to show the current costs/categories since we are shipping some waste off island already? Are we looking at blue box material and waste in these tables? Does the draft plan consider existing costs as part of the costing tables?

- Existing costs which include the current cost of exporting some waste to Dodge landfill were incorporated into the data in the draft Plan. The full table can be found on page 19 of the draft plan.

6. In the plan it mentions no longer accepting large loads of construction and demolition (C and D) waste at the Providence Bay site, what size will be considered large loads of C and D waste?

- Generally speaking, anything that comes in a dump truck or be unloaded that couldn't be manually loaded into a bin would be considered a large load. The idea is to reduce the amount of reloading that would have to be done prior to export to reduce double handling material. However, the exact criteria for what would be accepted or redirected would be refined and established by the municipality during the implementation phase.

7. Why aren't Mattress suppliers taking responsibility to manage end of life for their products?

- The producer responsibility legislation is being phased in gradually. The residential blue box program in Ontario will transition to producers being operationally and financially responsible for those materials by 2026. The Association of Municipalities of Ontario (AMO) have drafted a report to send to the province which recommends the next set of materials that should be considered for extended producer responsibility. Mattresses have certainly come up as a problematic item. Collectively, we can continue to keep pressure on the provincial government to keep going and to move faster.
- The AMO discussion paper can be found here: <https://www.amo.on.ca/advocacy/waste-diversion/expanding-designated-materials-under-ontarios-resource-recovery-and>

8. Sometimes GFL (waste/recycling hauler) doesn't even pick up my recycling and then there is no communication. Why is my stuff not picked up?

- Typically, GFL refuses pick up based on non-compliance. Meaning that, if there is contamination in the recycle bin or it is not properly sorted, they leave it at the curb. If you experience this, please call the Municipal office to let us know. When we are made aware of any issues we always follow up with the ratepayer and GFL and provide further information.
- It is definitely frustrating when curbside isn't picked up. Typically, recycling is left behind to try and educate members of the public about what does or does not go in the bin. The same education should be occurring at landfill site as well to help you understand what can be recycled. You will see the types of materials collected in the program change and increase in the next few years as we transition to producer responsibility. The materials that are collected will be standardized across the province.

9. As the continuous improvement fund is winding down and we are moving toward circular economy. There is opportunity for municipalities to meet with them on a weekly basis. Are the communities on Manitoulin Island working on that and participating?

- The Municipality of Central Manitoulin is aware of the proposed transition of the CIF program and Cambium is also assisting the Municipality to participate in discussions around the transition. CIF is the Continuous Improvement Fund, currently, funds from existing blue box program goes to them. Circular Materials Ontario, or CMO, is the organization that is going to be responsible for the new blue box program. The Municipality is engaged with Circular Materials Ontario and is continuing to participate in those municipal working group meetings.

10. What is “Advanced Recycling” and what exactly the technology that is being proposed? We’ve heard terms like Advanced Recycling, pyrolysis, gasification, thermal dissociation. Which is it? Can you give us information on what this technology actually is?

- Advanced Recycling is a term used for a grouping of similar technologies. The basic idea behind them is that they use heat treatment to process waste into a product or energy. The different terms (pyrolysis, gasification) typically correlate to the temperature at which waste is processed. The temperature for processing impacts which feedstocks can be processed and the resulting products. There are a handful of companies that are trying to enter the market in Ontario and Canada with Advanced Recycling technologies. The Municipality of Central Manitoulin is not unique in having been approached by one of these companies.
- As far as we know there are no companies with a demonstration project up and operating yet. We are not aware of any that are even yet before the Ministry for approval. None of these technologies are owned by their Canadian or Ontario distributors, most of them have secured the rights to distribute or license the technology for use in Ontario or Canada. They are being marketed in different ways, and some of them are very narrow in terms of the feedstock, some are quite broad. The technology that Gagnon is marketing proposes to be able to process quite a diverse feedstock.
- The Municipality is considering participating in a project in the role of landlord. This consideration is being given based on the fact that it could be an opportunity to manage waste locally and an opportunity to avoid developing another landfill site. A new landfill isn't necessarily moving the municipality ahead since we know traditional ways of managing waste are not sustainable. The idea of pursuing an advanced recycling technology is worthwhile to be explored to see if it is feasible. However, no final decisions have been made on the project. There are additional checks, balances and steps that will have to take place before this is an approved option in this Municipality.

11. Why have there been In Camera meetings about the proposed Gagnon Renewables project?

- There are specific situations which are outlined in the Municipal Act where Council is permitted to take discussions In Camera. Motions are not typically made In Camera and this facilitates transparency with the public. The relevant sections of the Municipal act are cited below:
- **239 (1)** Except as provided in this section, all meetings shall be open to the public. 2001, c. 25, s. 239 (1).
 - (k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board. 2001, c. 25, s. 239 (2); 2017, c. 10, Sched. 1, s. 26.
 - (c) a proposed or pending acquisition or disposition of land by the municipality or local board;
 - (i) a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the municipality or local board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization;

12. What will be the feedstock for this technology and what volume does it require? Where will the feedstock come from?

- We will collect all the technical questions related to the Gagnon Renewables project and defer them to Gagnon to provide a further response.
- It is our understanding that Gagnon Renewables wishes to secure participation from several Island municipalities to process their feedstock. Feedstock is a word that refers to the items that the technology can process. Most of these technologies, including ones that process only organics, need to process a certain volume of feedstock per day to be feasible. Central Manitoulin produces a relatively small volume of waste overall. It is our understanding that feedstock would be required from other municipalities for the technology proposed by Gagnon Renewables. The Environmental Compliance Approval (ECA) document from the Ministry controls where any site is permitted to draw from. Our current landfill site at Providence Bay, for example, may not accept waste from other municipalities and this is specified explicitly in our ECA for that site.
- The Gagnon Renewables facility proposes to process a diverse range of material. The demonstration phase of the project would provide additional data on the efficiency of different feedstocks as well as the daily volumes required to operate efficiently.

- Should the project proceed, the municipality plans to continue to prioritize waste diversion best practices and would only supply the facility with items for which final disposal is the best or only option.

13. If 'feedstock' is being imported from other island municipalities, or off island, how will rate payers be compensated for impacts to the community such as road maintenance, noise, emissions, odours, etc?

- These types of impacts are being considered and reviewed. Typically, with a proposal like this, we would consider these factors when setting lease fees, over and above market value rent.
- In order to proceed with the proposed facility, Gagnon Renewables will be required to obtain an Environmental Compliance Approval (ECA) from the Ministry of Environment Conservation and Parks (MECP). ECA's include public consultation component, and also include things like approval on what 'feedstock' can be processed, where it can be imported from, emissions requirements, odour control measures, hours of operation, etc. The Municipality, as owner of the property, would have input on this approval process, but the MECP administers policies and laws surrounding advanced recycling and landfilling facilities.

14. Will there be big scrubbers on this facility? How will air quality be impacted and what is the emissions data for this technology?

- We will collect all the technical questions related to the Gagnon Renewables project and defer them to Gagnon to provide a further response.
- The concern and questions around emissions is legitimate, however, to be clear any technology would be required to meet or exceed all applicable environmental laws, regulations, etc. The Municipality does not have the authority to approve the technology or operational plan. This will fall to the Provincial Government and its relevant ministries such as the Ministry of Environment Conservation and Parks (MECP). The Municipality requires that any lessee to follow all applicable by-law, laws and regulations.

15. Why not promote waste diversion best practices and invest in those opportunities rather than in an expensive AR pilot project?

- While reviewing the proposal from Gagnon we have been clear that the Municipality has prioritized the Circular economy and that we intend to implement as many opportunities for waste diversion as possible. The draft Waste Management Plan has highlighted several options that can be implemented in the short to medium term.
- Because of our location and scale, there are some significant barriers we face in terms of feasibility of some waste diversion best practices.

- There will always be some remaining items that can not be diverted and there is just no way to re-circulate them as resources. We need a way to process those items for final disposal through export, our own landfill site, or by using alternative technologies.
- The proposal from Gagnon Renewables that is before the Council is to lease land. No upfront investment is being considered by the Municipality at this time. Before the Municipality would agree to enter into any long-term waste processing agreement with this or any other company, the pricing would have to be competitive with other final disposal options (for example; export, development of new landfill site).

16. What is the source of energy used to heat the waste being processed?

- We will collect all the technical questions related to the Gagnon Renewables project and defer them to Gagnon to provide a further response.
- You can review some information about these types of technologies on page 52 of the plan and in Appendix E.

17. “Off heat” can benefit big cities, but {can it benefit} Providence Bay? Isn’t our scale too small to make use of the fuel or energy produced by the technology? Don’t you need a close-by market? We are a tiny community of 2,235 (sic.) residents. Should we even be thinking about supporting a pilot project? Isn’t this something that should be a provincial or Federal responsibility instead of us taking the risk?

- We will collect all the technical questions related to the Gagnon Renewables project and send them to Gagnon to provide a further response.
- Our understanding is that Gagnon is proposing a multi-phase implementation. Phase 1 would see a demonstration project implemented that would allow the technology to be tested and further information to be gathered regarding most efficient feedstock and resulting off-energy. This additional information would then be used to build out future phases of the project which will make use of the ‘off-energy’ through either a power-purchase agreement or use of the energy on-site.
- It is important to keep in mind that Landfills have elements of risk as well, are a long-term liability for the municipality, and require massive up front capital investment, as well as ongoing resources to operate. The comparison is between well known risks/liabilities that are significant but known (landfill), versus considering alternatives which also have risk, but these risks are less known (advanced recycling).
- The Federal Government is in the process of passing legislation to ban single use plastics. The provincial government has passed ‘Producer Responsibility’ legislation which will see major changes implemented to the residential Blue Box program across Ontario by 2026 (our local transition will begin in 2025 based on our contract with our hauler). These changes were

considered when creating the draft Waste Management Plan. However, there are still a lot of unknowns, so the Plan will necessarily evolve over time.

- The Provincial government is responsible for approval processes for landfill sites, and advanced recycling technologies, etc. The Federal and Provincial governments also pass legislation relating to waste disposal and recycling. However, operationally, the Municipality is responsible for implementation of waste management at the local level for the most part.

18. What track record does Gagnon Renewables have in this area? How many pilot projects from Gagnon Renewables have failed? I know about the 2002 Billings site and the Wind project failure?

- The Municipality has requested that Gagnon Renewables submit references as well as information on past projects as part of our process of reviewing their proposal to lease municipal property.
- These are new technologies. There is always hesitation to be an early adopter of a new technology because there are more unknowns. These folks, like others trying to get these technologies to market, are not just talking to Manitoulin but other municipalities as well. The hesitation is one reason they want to get one up and running, so they can do a demonstration project and get some of more of these questions answered.

19. What are the zoning requirements for an AR (advanced recycling) site?

- It is our understanding that the required zoning for an advanced recycling site would be 'WDS' or Waste Disposal Site. However, it should be noted the Ministry of Environment Conservation and Parks oversees approvals for advanced recycling facilities and waste disposal sites.

20. At the June 9, 2022 Council Agenda shows a carried motion to "support Gagnon Renewable Resources Inc in their application to NOHFC funding the waste audit. What is the status of the NOHFC application? Couldn't GFL (our hauler) just do a waste audit for us?"

- Council had agreed to support Gagnon Renewables in an application to NOHFC in the form of a letter of support, but thus far such a letter has not been provided. Shortly after the motion was made at Council, the provincial election paused provincial funding processes. It is our understanding that Gagnon Renewables still plans to proceed with waste audits but would like to have a location confirmed first to ensure waste audits are performed on the correct locations and waste streams. Further details on the status of any applications that Gagnon Renewables is involved in should come from them. We will pass the question along.
- As part of the process of preparing the draft Waste Management Plan, we sourced all available information from our waste hauler, GFL. The data that they collect is limited and more

generally, there were data gaps identified when creating the plan that we will look to reduce during implementation of the Plan. A waste audit will provide a 'snapshot' in time of the make up of waste streams going to the landfill and would be helpful to inform further planning processes. An audit is going to tell you what you can do to divert more waste. the Municipality could hire a consultant to complete this, and we have discussed proceeding with one. To avoid any doubling of efforts, we plan to request that Council budget for a waste audit during the implementation phase of the Plan (2023 – onward) if Gagnon Renewables does not access funding to do one first.

21. Why wasn't an RFP issued for Advanced Recycling Technology? Shouldn't a minimum of three proposals be sought out? Were other technologies or companies even considered? Why isn't Gagnon at the meeting tonight?

- From time to time, the Municipality considers proposals brought forward to Council from businesses, community groups and organizations, particularly for use of municipal land. There is no restriction in the municipal procurement policy on considering these proposals. Disposal or sale of land is different from leasing and has different requirements. The proposal that Council is considering from Gagnon Renewables is a request to lease land. Part of the proposal review includes ensuring that all applicable policies, laws, and best practices are being adhered to.
- There are a handful of companies in Canada that are attempting to bring similar Advanced Recycling technologies to the Canadian market. They are all trying to find a site to develop a demonstration project. Typically, those companies are looking for a larger up-front investment from Municipalities than what Gagnon is proposing, and are not taking the pro-active approach.
- Other technologies were reviewed while creating the draft Waste Management Plan for the Municipality. However, our scale, location, MECP regulations, as well as cost to purchase and operate these technologies municipally are all significant barriers that limit the feasibility of having the Municipality implement them right now. The unique elements of the Gagnon proposal include the diversity of feedstock that is being proposed (not limited to organics), as well as the fact that Gagnon is proposing to take on all of the upfront capital risk, as well as to operate the facility. Refer to the appendices in the draft plan for more information.
- The goal of the Nov. 7 public information session was to gain public input and answer questions on the entire draft plan. Proprietors of specific technologies were not invited to present since the purpose of the meeting is to collect input and questions from the community on the entire plan. Gagnon Renewables has made public presentations as a delegate at Waste, Water and Education Committee meetings previous to the Nov. 7 meeting, as have other proprietors of alternative technologies such as Eco-Growth Environmental and Food Cycle Science (Food Cyler).

22. Public asset is going to be leased with option to buy, where will the Municipal control be after that? Lease is one thing but an option to buy is another. Will the land be leased at market value rates since they are a private company?

- The Municipality is not considering a lease with option to buy at this time. If a lease moves forward, we will follow all requirements of the Municipal Act that pertain to leasing land.

23. What sort of risk assessment has been performed and what due diligence has been conducted prior to entering into a lease agreement with Gagnon Renewables? What about fire suppression and the capacity of the local fire department? Have these things been considered?

- The Municipality has not entered into a lease agreement with Gagnon Renewables at this time. Gagnon Renewables has made a request to lease a portion of the Municipally owned property at 3136 Monument Road. The property is a 90-acre parcel, a portion of which is currently used for sewage treatment lagoons for the Municipality's waste treatment facility. It is currently zoned as Waste Disposal Site. As directed by Council, staff are working with consultants, lawyers, and our insurance provider, to complete further research and to determine what kind of language might be required in a lease to ensure that, if the pilot moves forward, the municipality is protected. We are also working to gain more information from Gagnon Renewables on the proposed facility in order to perform a risk analysis from the Municipal perspective. We are also collecting research from other municipalities who have leased land for similar projects, as well as collecting background research on other pilot projects and their outcome. No decisions have been finalized at this time. The municipality is reviewing the proposal to lease Municipal land. A lot of information is still missing to feel comfortable moving forward with this technology. At this point we haven't said that this is the right solution, just that we should keep the option available.