

EXECUTIVE SUMMARY

A Review of the Waste
Management Master Plan for
the City/Township of Kingston
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Title:

A Review of the City/Township of Kingston Waste Management Master Plan.

Introduction:

Waste Management Master Plans (WMMP) have become important tools for municipalities to develop a multi-component waste management strategies. The City/Township of Kingston began its WMMP in 1986 but it has yet to be completed. Part of the delay has been due to inconsistent direction and advice from the Ontario Ministry of Environment and Energy (MOEE).

The Problem:

The Province of Ontario, through the MOEE, has increased pressure for Kingston to complete its WMMP by introducing new requirements in 1994, and by setting a rigid maximum funding cap of \$800,000 per WMMP study that is retroactive to all studies. As a result, the Kingston WMMP study is not entitled to any more funding from the Province even for costs incurred prior to this notification.

The MOEE would like to see Kingston adopt the 1994 requirements. Kingston has declined because of the time and money already invested in its WMMP. Kingston has argued that the original process already meets the newer 1994 requirements and funding should be grand-parented to the old process and reimbursement practices. The MOEE asserts that the new requirements would assist municipalities to reach Provincial waste reduction targets set out in 1991. The waste reduction targets were based on 1987 waste tonnage going to landfill and were set to help municipalities develop a strategy to meet or exceed these targets so that the Province on average would meet these targets as well. The waste reduction targets were set for at least 25 percent reduction of 1987 levels of waste going to landfill in 1992, and at least 50 percent reduction of 1987 levels of waste going to landfill in 2000.

Throughout the process there has been inconsistent and absent MOEE representation

on the Kingston WMMP Steering Committee. Within the last year alone, there have been three different local representatives, and three different main office MOEE representatives. At the time of writing this Report, there are no local or main office MOEE representatives for the Kingston WMMP process.

Methodology:

This Report reviews the history of WMMP's and the changes made to the requirements for a Certificate of Approval by the MOEE in 1994. The review is literature-based, and much of the information has been taken from environmental texts, journals, government journals, municipal reports, and information bulletins. Other sources of information include interviews with the Kingston WMMP Study Coordinator, the Township of Kingston Deputy Works Administrator, the Director of the Kingston and Area Recycling Centre and various MOEE representatives.

Information such as compost tonnage estimations has been taken from consultant reports, then extrapolated using linear regression, to see if the added compost component would be enough for Kingston to meet Provincial Waste Reduction targets for the year 2000.

Results:

The WMMP process has undergone many changes. The original process lacked formal procedures for municipalities to follow. The result was WMMP's that varied in the level of detail and cost, the cost being higher with the higher level of detail. As well, the Province was willing to adjust reimbursement levels as costs increased.

In 1994, new WMMP procedures were introduced by the MOEE so that municipalities could follow a set of guidelines that would lead to a Certificate of Approval of a waste management system. As well, the Province set a rigid reimbursement cap of a maximum of \$800,000 per WMMP study. This has created problems with the Kingston WMMP since it is an ongoing WMMP process entering its twelfth year and is already over the maximum allowable reimbursement cap.

There are three main reasons for this conflict. The first is that MOEE has maintained that Kingston should adopt the new 1994 requirements, because the length of the original process has made any data obsolete. However, Kingston has argued that the data remain current, and adoption of the new requirements would also mean dismantling some waste

management components, such as recycling, that already meet 1994 requirements. By introducing centralized composting for City and Township residential compostables, Kingston can meet Provincial Waste Reduction targets before the year 2000, and legitimize its stand against having to adopt the 1994 requirements.

The second main point of conflict is the funding cap on all WMMP studies to a maximum of \$800,000. In the past, the cap was \$275,000 per study, but the Province adjusted the amount whenever WMMP costs exceeded this cap.

The third point of conflict is the inconsistent MOEE representation and advice for Kingston's WMMP. At times MOEE representation has been absent from the process.

Recommendations

- 1) Ensure consistent representation and guidance from MOEE to assist municipalities with the WMMP process.
- 2) Ensure equitable application of approvals to avoid future conflicts.
- 3) Grand-parent the WMMP process and funding practices for WMMP processes that are close to completion.
- 4) Kingston must decide upon a final landfill site soon to fulfil the requirements of the original and 1994 process to complete the WMMP.
- 5) Despite inconsistent MOEE representation, the Kingston WMMP Steering Committee must continue to meet to ensure that the WMMP process does not become stalled.
- 6) Kingston should create a Public Liaison Committee to ensure equal public access and representation within the WMMP process.
- 7) There should be some compromise reached between Kingston and the MOEE regarding the differences between the original and 1994 WMMP requirements. This should be considered since Kingston is close to completing its WMMP under the original conditions.

There has been a tremendous amount of time and effort invested in the Kingston WMMP process. Although the original process is somewhat dated, there was an inherent flexibility within the process that allowed municipalities to be comprehensive in their studies. There are many parts of the Kingston study that are very detailed, and that meet or exceed the 1994 WMMP requirements. It is for this reason that municipalities that used the original process and are close to completion, should be allowed to grand-parent the process and

funding practices prior to 1994.

As well, the MOEE has maintained that meeting the 1994 WMMP requirements would help municipalities to develop a waste management system that would meet or exceed Provincial Waste Reduction targets. Using this premise and data from consultant reports, Kingston did not meet 1992 targets, but would meet targets before the year 2000 if the collection of residential compostables was included throughout the Township and City. Kingston can further divert waste from landfill by introducing strategies such as reuse centres, and trading or selling waste materials that are raw materials to other institutions.

Currently, environmental statutes, regulations and programs are under review by the Provincial Government. Although there have been expressed concerns by various WMMP Study Coordinators around the Province, there is no evidence that the WMMP program is to be eliminated. This highlights the importance of completing WMMP processes while Provincial support remains available.