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Subject: FW: City of Toronto - Request for Expression of Interest (REOI) – Residual Waste
Date: March 4, 2025 9:26:21 AM
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From: Atif Durrani <Atif.Durrani@toronto.ca>
Sent: February 20, 2025 12:16 PM
To: Atif Durrani <Atif.Durrani@toronto.ca>
Subject: City of Toronto - Request for Expression of Interest (REOI) – Residual Waste

Good Afternoon,

As you may already know, with the projected constraints on remaining and future available landfill options throughout Ontario, many municipalities are facing unprecedented challenges to secure long-term residual waste (i.e. garbage) disposal options.

The City of Toronto is committed to continuing to promote and encourage waste reduction and diversion in order to reduce the amount of waste requiring disposal. However, even if significant increased waste reduction and diversion targets can be achieved, such as the targets set by the Province under the *Resource Recovery and Circular Economy Act, 2016* and its related regulations and policies, there will be considerable amounts of residual waste that still must be managed.

Toronto City Council has approved a [Residual Waste Management Work Plan](#) which outlines strategic and long-term planning activities to manage residual waste, including the engagement of municipalities in Ontario to identify interest in partnering with the City to manage residual waste.

To help advance this work, I am pleased to share for your consideration a Request for Expression of Interest (REOI) to identify if your municipality is interested in engaging in a preliminary discussion as it relates to one or more of the following:

- Accepting municipally managed residual waste (i.e. garbage) from the City of Toronto;
- Selling an existing active landfill to the City of Toronto;
- Becoming a host for the City of Toronto to build a new landfill;
- Partnering with the City of Toronto to build a new landfill or expand an existing landfill.

At this stage the City of Toronto is only gathering information on potential interest from municipalities. If there is interest from your municipality, the attached document “REOI - Appendices B & C” includes a brief questionnaire for municipalities to complete and **return to the City of Toronto by June 30, 2025**. The City of Toronto will provide additional specifications and requirements as part of future discussions with those interested.

You can find additional information on the City of Toronto’s Residual Waste Management Work Plan at the following website: [Residual Waste Management](#) and in the Council report: [Long-Term Residual Waste Management Options for the City of Toronto](#).

Please contact me if you have additional questions on the REOI process or on the City of Toronto’s Residual Waste Management Work Plan.

Thank you,

Atif Durrani

Project Director (Acting) – Residual Waste, Business Transformation
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[City of Toronto](#)

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Residual Waste Management

February 20, 2025

NOTICE TO POTENTIAL RESPONDENTS

REQUEST FOR EXPRESSION OF INTEREST #2025-01

To Seek Interest from Municipalities in Ontario to Provide Residual Waste Services for the City of Toronto

Please review the attached document and submit your response via email by the closing deadline of **12:00 noon (Local Toronto Time) on June 30, 2025.**

Deadline for Questions (must be in writing and sent by email to the City's Contact)	June 16, 2025 at 12:00pm noon local time
City Contact: Atif Durrani, Project Director Solid Waste Management Services Division	

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1.0 TERMINOLOGY

1.1 References to Labeled Provisions

Each reference in this Request for Expression of Interest to a numbered or lettered “section”, “subsection”, “paragraph”, “subparagraph”, “clause” or “subclause” shall, unless otherwise expressly indicated, be taken as a reference to the correspondingly labelled provision of this Request for Expression of Interest.

1.2 Definitions

Throughout this Request for Expression of Interest, unless inconsistent with the subject matter or context,

“City” means the City of Toronto.

“City Contact” means the City employee(s) designated as City Contact on the Notice to Potential Respondents for all matters related to the REOI call process.

“Council” means City Council.

“Green Lane” means the City of Toronto owned Green Lane Landfill in the Township of Southwold

“Respondent” means a legal entity, being a person, partnership or firm that submits a Response in response to the REOI.

“Response” means a submission by a Respondent in response to the REOI.

“REOI” means this Request for Expression of Interest (REOI) package in its entirety, inclusive of all Appendices and any bulletins or Addenda that may be issued by the City.

“Residual Waste” means waste or garbage that requires management after diversion efforts have been exhausted.

“SWMS” means the City of Toronto’s Solid Waste Management Services Division.

2.0 PURPOSE

The City of Toronto is releasing this REOI to identify interest of municipalities in Ontario:

- To accept residual waste (i.e. garbage) from the City of Toronto;
- To sell an existing active landfill to the City of Toronto;
- To become a host for the City of Toronto to build a new landfill;
- To partner with the City of Toronto to build a new landfill or expand an existing landfill.

Residual waste (i.e. garbage) that the City of Toronto manages is primarily from residential customers (including single family, multi-residential and residential units above commercial), with some commercial residual waste as well.

This REOI process is governed by the terms and conditions in Appendix ‘A’. Participation in the REOI process in no way precludes any Respondent from participating in any potential future procurement processes, nor is it a prequalification process. It is not the City’s intent to pre-qualify any Respondents as part of this REOI process.

2.1 Background

The City of Toronto (City) is the capital of the Province of Ontario and Canada's largest city with a population of 2,794,356 (2021 census). The City is bordered by the Regions' of Peel, York and Durham. Geographically, the City spans an area of 630 square kilometers, approximately 21 kilometers from north to south and 43 kilometers from east to west. The City is bordered by Lake Ontario to the south, Etobicoke Creek and Highway 427 to the west, Steeles Avenue to the north and the Rouge River/Scarborough-Pickering Townline to the east. Figure 1 provides an overview of the geographic boundaries of the City of Toronto and neighbouring municipalities.

Figure 1. City of Toronto Geographic Boundaries and Neighbouring Municipalities



The City operates a sophisticated integrated waste management system that includes solid waste collection and processing, diversion programs, and waste disposal. The City also has a number of programs and initiatives focused on waste reduction and transitioning to a circular economy with the goal of keeping resources in use for longer and to reduce the amount of waste requiring disposal.

The City manages more than 700,000 tonnes of residential waste each year. In 2023, a total of 381,707 tonnes of residential waste was diverted from landfill through several programs, including Green Bin organics. The 2023 combined residential diversion rate for single family homes and multi-residential buildings was 53.6 per cent. Additional details on the City's diversion rates can be found on the City's SWMS' website: [Solid Waste Reports & Diversion Rates – City of Toronto](#).

The City diverted approximately 131,000 tonnes of organic material through its Green Bin organics program in 2023. The organic material is processed at state-of-the-art organics processing facilities that use innovative pre-processing and anaerobic digestion technology to breakdown organic material to produce high quality compost and biogas, which is upgraded into renewable natural gas. As part of the [Food and Organic Waste Policy Statement](#) issued by the province on April 30, 2018, larger municipalities must meet waste reduction and resource recovery targets and provide collection of food and organic waste. The City of Toronto is on track for meeting its targets and requirements of the Policy Statement.

Even with the ongoing waste reduction and diversion actions taken by the City to date, operational planning for the City's long term waste disposal needs is required. The urgency to secure and/or establish long-term disposal capacity is increasing as the City's only operational landfill, Green Lane Landfill (Green Lane), has limited remaining lifespan.

Green Lane, which is located approximately 200 kilometers from the City of Toronto in the Township of Southwold is the City's primary residual waste disposal site. It has been in operation since 1978 and has been owned by the City since 2007. On average, the City disposes approximately 450,000 tonnes of residual waste per year at Green Lane. At this rate, its remaining capacity will be used up by approximately 2035. Further, based on a recent Long Term Residual Waste Disposal Study conducted by the City, it was estimated that within the 25-year planning horizon, the City would be required to manage approximately 500,000 to 525,000 tonnes of residual waste per year, taking into consideration Toronto's population growth and the City's waste diversion programs.

Green Lane is a state-of-the-art facility that provides safe, effective and environmentally responsible disposal of Toronto's residual waste. In 2017, it won a Solid Waste Association of North America (SWANA) Bronze Excellence Award in the Landfill Management category. The City operates Green Lane in compliance with the current Environmental Compliance Approval issued by the Ministry of the Environment, Conservation and Parks (MECP). In order to remain compliant with the Environmental Compliance Approval for the site, Green Lane undertakes several actions, which include preparing and submitting an Annual Progress Report to the MECP.

Several residual waste disposal options to manage the City's waste beyond the current capacity of Green Lane were identified in 2023 as part of a [City Council Report](#). Some of the options identified included the partnering with another municipality to build and/or operate a landfill or accept the City's residual waste.

Partnering with the City of Toronto could provide several benefits to an interested municipality, including potential for:

- Community benefits agreement, including shared revenues from tipping fees;
- Economic generation for the local community;
- Job creation from the operation of the facility;
- Improvements in local infrastructure;
- Secured landfill capacity for the local community;
- Support in providing waste management services;
- Shared innovation to advance environmental management or financial viability of landfills;
 - E.g. Landfill gas collection and upgrade to produce Renewable Natural Gas for fuel or heating uses;
- Support in meeting any future federal or provincial landfill emission reduction targets and reporting requirements for methane requirements.

Purchasing, and/or developing a new landfill, would require the City to adhere to applicable requirements under Ontario's *Environmental Assessment Act*, such as the environment screening process and an environmental assessment. These requirements under the *Environmental Assessment Act* along with the time to design, build and commission a landfill site can take up to a decade or more to complete. Given this timeframe, technical and operational planning must begin as soon as possible.

It should be noted that the City's situation is not unique and there is limited existing landfill capacity across the province, both private and municipally owned. As outlined in Waste to Resources Ontario's 2021 report "[State of Waste in Ontario: Landfill Report](#)", landfill capacity in Ontario is

expected to reach capacity by the year 2034. Ontario's remaining landfill capacity is even more vulnerable as approximately 30 per cent of Ontario's waste (mostly industrial, commercial and institutional) is exported to Michigan, New York State, and to a lesser extent, Ohio. Unforeseen border closures or increases in waste disposal fees in the United States could result in additional volumes of waste requiring disposal within the province, putting the landfill capacity under even more pressure. The report projects that if Ontario waste were to no longer be exported to the United States, the province's landfill capacity would be depleted even sooner (by 2032).

Adding to this challenge, the Government of Ontario's recent amendments to the *Environmental Assessment Act* changed the regulatory landscape for landfill approvals in Ontario. The amendments to the *Environmental Assessment Act* require proponents wishing to build a new landfill in Ontario to obtain support from both the host municipality and municipalities that have residential land within 3.5 kilometers of the proposed landfill site. This requirement effectively gives each local and adjacent municipality "veto" power over the development of the landfill.

As the City, along with other Ontario municipalities share the same challenges in securing long-term residual waste management capacity, it is anticipated that the waste landscape in Ontario will become more scarce, competitive, and costly as landfill capacity diminishes.

2.2 Specifications and General Requirements

While the City intends to provide additional specifications and requirements as part of future discussions with interested municipalities, at this stage the City is only gathering information on potential interest from municipalities with respect to this REOI in terms of accepting residual waste (i.e. garbage) from the City of Toronto; selling an existing public landfill with or without a plan to expand to meet future needs; becoming a host for the City of Toronto to build a new landfill or partnering with the City to build a new landfill or expand an existing landfill.

Discussions with those Respondents who express interest, may include potential considerations related to:

- Willingness of host and neighbouring communities to support a new landfill development;
- Relationships between neighbouring communities and operators of an existing landfill considering to accept Toronto's residual waste and/or expand its operations;
- Haulage distance and transportation networks from the City of Toronto;
- In-progress plans for a new landfill or expansion of an existing landfill;
- Technical feasibility of potential landfill site to manage residual waste, including:
 - Condition of existing landfill;
 - Condition of site for new landfill;
 - Existing remaining landfill capacity, if applicable.

These considerations could be part of future discussion meetings as described in Section 3.4, should a Respondent express interest.

2.3 Requirements

1. The Respondent may submit a Response Submission Form (Appendix B), including name, title, signature of authorized signing officer, as well as email and phone number for potential future meeting(s) or for more information related to the Respondent's submission.
2. Additionally, the Respondent may further submit a completed Questionnaire Form (Appendix C) attached to this REOI.

3. REOI PROCESS

The REOI process consists of the following steps:

1. Issuance of the REOI document and questionnaire
2. Acceptance of Responses
3. Review of Responses
4. Potential Meeting/Discussion

3.1 Issuance of the REOI document

The City is sending the REOI document along with an introductory letter via email to Chief Administrative Officers or City/Town/Town Managers of municipalities in Ontario, as well as notifying relevant municipal associations and organizations of the City's REOI document. Relevant municipal associations and organizations are those whose members are comprised of only Ontario municipalities.

3.2 Acceptance of Responses

REOI submissions from Respondents will be accepted until the Response Deadline date and time of the REOI.

3.3 Review of Responses and Invitation to Participate in a Meeting/Discussion

City staff will review the Responses received from interested Respondents. At the conclusion of the review, an invitation to participate in an individual meeting/discussion may be sent to the selected Respondents via email.

3.4 Meeting/Discussion

The City may contact the Respondents to schedule individual meetings.

The meetings will serve as a mechanism for further discussion of the information provided by the Respondent.

Where there is interest, a meeting could include discussion related to:

- Location where a prospective landfill could be hosted;
- Approved capacity of the existing landfill and how much residual waste could potentially be accepted;
- Status of environmental compliance approvals related to the landfill;
- Condition of the existing landfill;
- Relationships with neighbouring communities and First Nations communities.

3.5 Schedule of Events

Milestone:	Date:
REOI Issue Date	February 20, 2025
Deadline for Questions	June 16, 2025 (12:00 PM Noon)
REOI Response Deadline Date	June 30, 2025 (12:00 PM Noon)
Invitation to discussion meeting (if required)	TBD

This schedule is subject to change and appropriate written notice of any changes will be provided where feasible.

3.6 Clarifications

As part of the REOI process, the City may follow up with the Respondents for further information with respect to the content of any Response in order to clarify the understanding of the Respondent's response.

The City may contact the Respondents at a later date to revisit the topics discussed at the discussion meeting.

3.7 Review of Submissions

Upon conclusion of the review process, the City will make decisions on any future steps it may take and may incorporate the information received from the REOI process into its decision-making process.

By submitting a Response to this REOI, all Respondents consent to the City incorporating any submitted ideas, concepts, approaches, or strategies into any planning, design, procurement, or contractual activities related to any subsequent procurement process, whether or not they involve the Respondent who initially submitted the ideas, concepts, approaches, or strategies, without any obligation, liability, or consideration on the part of the City.

Responses shall be the property of the City and the City is subject to certain freedom of information legislation, including the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA), with respect to information under the City's custody and control. Responses may be subject to public release pursuant to this legislation.

Respondents should be aware that Council and individual Councilors have the right to view the responses provided that their requests have been made in accordance with the City's policy.

4.0 RESPONSE SUBMISSION GUIDELINES

4.1 Submission of Responses

1. General

1. Responses must be submitted through email to Atif Durrani, Project Director, Residual Waste Management at atif.durrani@toronto.ca. An email acknowledging receipt of submitted response will be issued by Atif Durrani.
2. It is the Respondent's sole responsibility to ensure its Response is received by the Submission Deadline in accordance with the requirements of this REOI. The receipt of Responses can be delayed due to a number of factors including "internet traffic", file transfer size and transmission speed. The Respondent should allow sufficient time to download, complete and upload, as applicable, the submission forms comprising its Response and any attachments.
3. Submitting a response to this REOI will not itself:

- i) commit the Respondent to provide any residual waste services to the City; and
- ii) create a commitment by the City to procure residual waste services from the Respondent.

2. Response Submission Form

1. Each Respondent shall download, complete, and submit Appendix B – Response Submission Form and Appendix C - Questionnaire Form included in this REOI, which must be signed by an authorized official of the Respondent.

APPENDIX A

REOI PROCESS TERMS AND CONDITIONS

1. City Contacts and Questions

All contacts and questions concerning this REOI should be directed in writing to the City employee(s) designated as “City Contacts” in the Notice to Potential Respondents.

No City representative, whether an official, agent or employee, other than those identified “City Contacts” are authorized to speak for the City with respect to this REOI.

2. Addenda

1. The REOI may only be amended by Addendum in accordance with this Section (Addenda). Prior to the Submission Deadline, the City may at any time or times modify the REOI in whole or in part through the issuance of an Addenda, if deemed necessary by the City. Each Addendum shall form an integral part of this REOI.
2. All Addenda will be sent directly by email to Chief Administrative Officers and City/Town Managers of municipalities in Ontario, as well as those municipal associations and organizations that were notified of the City’s REOI document. The City is not responsible for any failure of such notice system or for notices not received by municipal officials.
3. Respondents must check their municipal email inboxes of any shared Addendum. Respondents shall be wholly responsible for checking and reviewing any shared Addenda and ensuring the completeness of the REOI (as amended) and their Responses (as impacted by such Addenda). The City is not responsible for any incomplete or incorrect Responses resulting from the issuance of an Addendum or a Respondent’s failure to update its Response in response to an Addendum.
4. The City will make reasonable efforts to issue the final Addendum (if any) in a sufficient time prior to the Submission Deadline to allow Respondents to submit their Responses. If any Addendum requires substantial amendments to the REOI, the City may, in its sole and absolute discretion, extend the Submission Deadline.
5. Other than documents issued as part of the REOI (including Addenda), the City shall not be responsible for any explanations, instructions or interpretations even if provided by its actual or purported employees, designees or agents at an Information Meeting. No oral or written explanations, instructions or interpretations shall modify any of the requirements or provisions of the REOI unless in the form of an Addendum.
6. Any reference in this REOI to any document comprising this REOI includes any amendments to such document made in accordance with this Section (Addenda).

3. Omissions, Discrepancies and Interpretations

A Respondent who finds omissions, discrepancies, ambiguities or conflicts in any of the REOI documentation or who is in doubt as to the meaning of any part of the REOI should notify the City in writing within three days before the Response Deadline. If the City considers that a correction, explanation, or interpretation is necessary or desirable, the City will issue an Addendum as described in the article above titled **Addenda**.

4. Incurred Costs

The City will not be liable for, nor reimburse, any potential Respondent or Respondent, as the case may be, for costs incurred in the preparation, submission, or presentation of any Response, for discussion meeting(s) or any other activity that may be requested as part of the review process.

5. Prohibition against Gratuities

No Respondent and no employee, agent or representative of the Respondent, may offer or give any gratuity in the form of entertainment, participation in social events, gifts or otherwise to any officer, director, agent, appointee or employee of the City in connection with or arising from this REOI, in any other manner whatsoever.

6. Intellectual Property Rights

Each Respondent warrants that the information contained in its Response does not infringe any intellectual property right of any third party and agrees to indemnify and save harmless the City, its staff and its consultants, if any, against all claims, actions, suits and proceedings, including all costs incurred by the City brought by any person in respect of the infringement or alleged infringement of any patent, copyright, trademark, or other intellectual property right in connection with their Response.

7. Confidentiality and MFIPPA

The Respondent(s) shall not at any time before, during or after the completion of the REOI related discussion meeting(s) divulge to any third parties confidential City information, which they obtain during the course of discussions.

All requirements and information obtained by a Respondent in connection with the REOI are the property of the City of Toronto, and must be treated as confidential and not used for any purpose other than for replying to this REOI.

All documentation which a Respondent delivers to the City of Toronto or its designated agent(s) for the purposes of this REOI becomes the property of the City of Toronto and is subject to the terms of freedom of information legislation, including the Municipal Freedom of Information and Protection of Privacy Act. Therefore, all information and documents provided to the City as part of this REOI may be subject to release in accordance with MFIPPA, notwithstanding a Respondent's request to keep the information or documents confidential. A Respondent agrees and acknowledges that where the City is obligated by freedom of information legislation to disclose or release information or documents provided to it by a Respondent, the City is not liable to the Respondent for any loss, injury or damages suffered by the Respondent as a result of said disclosure or release.

If a Respondent believes any part of its submission reveals any trade secret of the Respondent, any intellectual property right of the Respondent, scientific, technical, commercial, financial or labour relations information, or any other similar secret right of information belonging to the Respondent, and if the Respondent wishes the City of Toronto to attempt to preserve the confidentiality of the trade secret, intellectual property rights or information, then these matters must be clearly identified and designated as confidential.

Requests for access to the submitted REOIs will be subject to a formal review pursuant to the Municipal Freedom of Information and Protection of Privacy Act, and representation may be sought prior to disclosure.