

Expressions of Interest



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PARKS & ENVIRONMENTAL SERVICES | ENVIRONMENTAL RESOURCE MANAGEMENT

Request for Expressions of Interest

RFEOI No. ERM2022-010

Processing and Utilization of Source-Separated Materials from Hartland Landfill

December 22, 2022

SUMMARY OF KEY INFORMATION

REQUEST FOR EXPRESSIONS OF INTEREST TITLE	The title of this RFEOI is: RFEOI NO. ERM2022-010 – Processing and Utilization of Source Separated Materials from Hartland Landfill Please use this title on all correspondence.
CRD REPRESENTATIVE	The CRD Representative for this RFEOI is: Andrea Panich Waste Diversion Coordinator apanich@crd.bc.ca Please direct all enquiries, by email, to the above named CRD Representative. <u>No telephone enquiries please.</u>
ENQUIRIES	Respondents are encouraged to submit enquiries before 14:00 PST on the day that is 5 Business Days (January 6, 2023) before the Closing Time, to permit consideration by the CRD. The CRD may, in its discretion, decide not to respond to any enquiry.
INFORMATION MEETING	10:00 am-11:00 am PST on January 13, 2023, via Microsoft Teams
CLOSING TIME	The Closing Time for submissions is: 4:00 pm PST on January 24, 2023
SUBMISSION LOCATION	Responses are to be submitted to: Capital Regional District 625 Fisgard Street Victoria, BC, V8W 1R7 Attention: Andrea Panich

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Request for Expressions of Interest

Processing and Utilization of Source Separated Materials from Hartland Landfill

Purpose

Through this Request for Expressions of Interest (RFEOI), the Capital Regional District (CRD) invites submissions from companies and individuals (Respondents) with the capacity and ability to reuse, recycle, repurpose, or otherwise process source-separated waste streams diverted from the Hartland Landfill (Landfill).

The CRD is seeking a variety of submissions from Respondents which may include:

- High volume Expressions of Interest (EOI)'s focused on maximizing diversion potential (e.g., wood waste to hog fuel, or thermal processing of pre-processed construction and demolition waste);
- Low volume EOI's focused on innovative use of materials aligned with the waste hierarchy to reuse and recycle materials, supporting the development of a circular economy (e.g., wood waste, textiles, furniture or other products);
- Pilot projects with set timelines and objectives that could lead to innovation in the industry;
- On-site or off-site processing of diverted waste;
- Other waste types not considered by the CRD; and
- Waste processing systems that could reduce airspace consumption, such as shredding.

The CRD understands that multiple Respondents may be able to meet the CRD's objectives, and is open to working with multiple Respondents to build a portfolio of waste diversion contracts.

This request relates solely to the reuse, recycling, repurposing or recovery of source-separated waste streams from Hartland Landfill, and participation in this RFEOI will not restrict respondents from participating in other CRD procurements.

Background

The CRD governs 13 municipalities and three electoral areas located on the southern end of Vancouver Island. The Landfill is owned and operated by the CRD and is located approximately 14 km northwest of the City of Victoria, at 1 Hartland Ave, Victoria, BC. The Landfill is a multi-purpose facility that provides the following waste management services and function:

- Landfill disposal of municipal solid waste for residential and commercial customers;
- Landfill disposal of controlled waste;
- Residential drop-off recycling depot for:
 - Household recyclable materials;
 - Extended producer responsibility materials;
 - Household hazardous waste materials;
 - Reusable goods;
 - Food waste, yard and garden material;
- Residential and commercial food waste transfer station;
- Leachate collection, treatment, and disposal;
- Landfill gas collection, processing, conversion utilization and sale;

- Administration and weigh scale facilities;
- Learning Centre; and
- Any other waste disposal and diversion initiatives as approved by the CRD Board.

In 2021, the Landfill accepted approximately 190,000 tonnes of solid waste for disposal, and diverted over 17,530 tonnes of materials at the Hartland Public Drop-off Depot. The CRD intends to implement new policies in June 2023 to divert up to an additional 30,000 tonnes of material annually through landfill bans which could include clean and contaminated wood, roofing shingles, textiles, carpet and backing, flooring, rigid plastics, furniture and mattresses, which accounts for approximately 35% of the current mixed waste stream.

The CRD Board supports these diversion initiatives, and expects to receive project updates in 2023. At its May 11, 2022 meeting, the Board endorsed the staff report titled *Meeting the Solid Waste Management Plan Targets through Material Stream Diversion*, which supports the procurement process for further material diversion. The report is attached as Appendix A.

Waste Characteristics

Wood waste, organics, paper and plastic account for over 65% of the total materials currently sent to the Landfill, and represent an immediate opportunity for diversion and recovery of both material and energy.

Request for Expressions of Interest Objectives

The objective of this RFEOI is to obtain information from Respondents, with the capacity and ability to reuse, recycle, repurpose, or otherwise process the source-separated materials listed below. The potential annual tonnage of material available ranges from zero to a maximum of 100% diversion of the estimated tonnage currently going to Landfill. Please note the CRD has no guaranteed minimum.

- Clean wood (includes pallets and skids): up to 5,500 tonnes
- Treated wood and wood products: up to 22,000 tonnes
- Asphalt roofing shingles: up to 9,000 tonnes
- Textiles (clothing, household textiles, footwear, etc.): up to 8,500 tonnes
- Carpet and backing: up to 4,000 tonnes
- Flooring: up to 300 tonnes
- Rigid plastics: up to 2,500 tonnes
- Furniture (non-wood) : up to 1,000 tonnes
- Mattresses: up to 500 tonnes
- Film Packaging and Product: up to 5,500 tonnes
- Non-recyclable glass: up to 1,300 tonnes
- Commercial cardboard: up to 2,000 tonnes
- Masonry: up to 150 tonnes
- Insulation: up to 1000 tonnes
- Renovation and demolition materials (under permit)
- Other materials identified by the proponent

Optional Meeting via Microsoft Teams

An optional informational meeting will be held on January 13, 2023 at 10:00 am PST via Microsoft Teams.

Schedule

The CRD's tentative and non-binding schedule is provided below. This reflects an estimate of the process timelines at this stage, and is provided solely for convenience of the Respondent(s). The CRD will review EOI responses and request follow up interviews with shortlisted proponents. The purpose of the interviews is to gain a detailed understanding of the Respondents process, and inform the invitational Request for Proposal (RFP). The CRD will request information in the RFP that will allow the CRD to enter into contracts with selected Respondents and present a portfolio of solutions to the CRD Board for authorization. The following is CRD's anticipated schedule:

RFEOI Steps	Date
RFEOI Issued	December 22, 2022
EOI Information Meeting	January 13, 2023
EOI Response (closes)	January 24, 2023
Interviews	January 30, 2023
Issue Invitational RFP	February 17, 2023
In Service Target Date	July 1, 2023

Expressions of Interest Submission Details

In response to this RFEOI, the CRD invites each Respondent to submit a written non-binding EOI confirming their interest in participating, and to demonstrate the Respondents capability, capacity, and commitment to processing any of the source-separated material streams noted above. The CRD intends to use the submissions from the RFEOI to establish a short list of Respondents, who may be later invited to enter into a contract with the CRD for the reuse, recycling, repurposing, or otherwise processing of the various source-separated material streams mentioned above.

Question	Response
1. Legal name of Respondent	
2. Location of Respondents Facility(s)	
3. Description of Respondents operations a. High level description of operations b. Current throughput c. Estimated maximum throughput d. Current accepted waste types e. Years of operation	
4. Characteristics of waste of interest a. Waste Type (e.g., clean wood, carpet and backing, asphalt roofing shingles, rigid plastics, etc.) b. Waste acceptance criteria (e.g., untreated, minimum contamination thresholds, separation of colours, etc.)	

Question	Response
5. Quantity able to be processed a. Daily b. Annual c. Other	
6. Frequency of pick up from Landfill (e.g., daily, weekly, monthly, quarterly)	
7. CRD delivery to facility required, and frequency	
8. Generator delivers to facility (as a result of Landfill ban)	
9. Budgetary cost estimate to the CRD a. Budgetary range (\$/tonne) b. Assumptions/limitations	
10. Process description and end-use plan a. How will the material be processed (operations and system) b. How much material is reused c. How much material is recovered d. How much material is landfilled e. How does the process reduce landfill airspace consumption (e.g., shredding)	
11. Recommended CRD policy changes that could allow further diversion a. Landfill bans b. Variable tipping fees c. Waste licensing d. Other	

General Terms and Conditions

Issuance of the RFEOI, and/or the decision not to proceed will not cause the CRD to be liable for any costs incurred by Respondents.

The CRD reserves the right to allow prospective vendors to participate in the RFP who have not participated in the RFEOI.

The CRD may, in its sole and absolute discretion, independently verify any information in any submission. The CRD reserves the right to debrief both successful and unsuccessful Respondents after the announcement of the Respondents selected under the RFEOI.

This RFEOI does not create a tender or RFP process. This RFEOI is not an offer to contract made by the CRD. By this RFEOI, the CRD reserves to itself the right to consider and analyze the EOI's, select short-listed respondents, and sign a future agreement with one or multiple respondents. Without limiting the generality of the foregoing, the CRD reserves the right to:

1. Reject any EOI, whether or not complete and whether or not it contains all the requested information;
2. Require clarification of any EOI;
3. Request additional information on any EOI;
4. Reject any or all EOI's without any obligation, or any compensation or reimbursement to the Respondents;

5. Refuse to proceed with the project;
6. Modify this RFEOI at any time;
7. Proceed with the project in some other manner separate from this RFEOI; and
8. Re-advertise for new submissions for this work or for work of a similar nature.

Conflict of Interest

A Respondent must disclose in their Response any actual or potential conflicts of interest and existing business relationships it may have with the CRD, its elected or appointed officials or employees.

Limitation of Liability and No Claim

1. The CRD and its directors, officers, employees, agents, consultants and advisors are not liable or responsible for any oral, verbal or written information, or any advice, or any errors or omissions, which may be contained in this RFEOI or otherwise provided to a Respondent pursuant to this RFEOI. The CRD and its representatives, agents, consultants and advisors will not be liable to any Respondent for any claims, whether for costs, expenses, losses or damages, or loss of anticipated profits, or for any other matter whatsoever, incurred by a Respondent in preparing or making a submission, or participating in any discussions or negotiations or any other activity related to or arising out of this RFEOI.
2. By responding to this RFEOI, a Respondent agrees that it will conduct its own independent investigations and interpretations, and will not rely on the CRD with respect to information, advice, or documentation provided by the CRD.
3. For certainty, no contractual relations shall exist between the CRD and any Respondent to this RFEOI, except that by submitting a response to this RFEOI, a Respondent acknowledges and accepts the provisions of this section, General Terms and Conditions.

Ownership of Submissions/Confidentiality

1. All documents submitted to the CRD, including this RFEOI, and any drawings, plans and models (as applicable), become the property of the CRD, and will not be returned to the Respondent. They will be received and held in confidence by the CRD, subject to the provisions of the *Freedom of Information and Protection of Privacy Act* of British Columbia (FIPPA)
2. FIPPA governs the collection, use, retention, security, and disclosure of personal information managed by public organizations, including the CRD. FIPPA also applies to all electronic information accessed or submitted by Respondents. If EOI, and any related documents contain protected, proprietary or confidential information, Respondents should identify the specific issue or information and provide supporting reasons why the CRD should not release this information if requested by a FIPPA inquiry.

Future Process

Participation in this RFEOI and the submission of a response to this RFEOI is not a pre-condition to participation in a subsequent commercial process, if any. If the CRD decides, at its sole and absolute discretion, to implement a subsequent commercial process, the CRD may invite respondents who did not participate in this RFEOI to participate in such subsequent process.

Submission Address and Closing Date

(by courier)

Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6
Attention: Andrea Panich

(by mail)

Capital Regional District
PO Box 1000
Victoria, BC V8W 2S6
Attention: Andrea Panich

The CRD wishes to choose a successful proponent(s) close to the start of March 2023, and possibly have an agreement executed by the end of June 2023.

RFEOI Closing Date and Time: January 24, 2023 at time 4:00 pm local time.

Late responses may be considered at the sole and absolute discretion of the CRD. However, the CRD is not obligated to consider late responses.

Responses submitted by facsimile or email will not be considered.

Respondents must complete a Receipt Confirmation Form (Appendix B) in order to receive any further communications regarding this RFEOI issued by the Owner.

Evaluation

The CRD will evaluate the information provided within this RFEOI to rank proponents based on information that is best aligned with the CRD's objectives, and select up to 25 proponents for invitation to respond to the RFP. The RFP responses will be evaluated using criteria to determine the greatest combination of qualifications, experience, flexibility, environmental benefits, and cost. The CRD will select successful proponents at the beginning of March 2023, with the intention to have an agreement executed by the end of June 2023.



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ERM 22-12

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE
MEETING OF WEDNESDAY, APRIL 20, 2022**

SUBJECT **Meeting the Solid Waste Management Plan Targets through Material Stream Diversion**

ISSUE SUMMARY

To seek direction from the Capital Regional District Board on implementation of the Solid Waste Management Plan.

BACKGROUND

The Capital Regional District's (CRD) Solid Waste Management Plan (SWMP), approved by the Board in May 2021, targets an annual disposal rate of 250 kg per capita by 2031. The plan also sets a goal to surpass the provincial per capita waste disposal target and aspires to achieve a disposal rate of 125 kg per capita annually.

The plan enables the CRD to take action in several interconnected areas to increase diversion of materials from the landfill in support of waste reduction targets. On this basis, staff propose implementing a suite of policies designed to divert material from the mixed general refuse (garbage) stream at Hartland Landfill and recycle, repurpose or recover these materials for beneficial use, supporting a circular economy. These policies include:

- expanding landfill bans to new material streams that that can be recycled, repurposed or otherwise recovered
- developing new reduced tipping fee rates for source-separated materials to encourage source separation of banned materials that could be recycled or recovered
- increasing the Hartland tipping fee for mixed general refuse to discourage materials that could be separated from ending up in the general refuse stream, and to partially offset the cost of reduced tipping fees for source-separated recyclable/recoverable materials
- expanding material stream diversion services at Hartland to ensure that banned materials diverted from the general refuse end up in alternative processing streams or end markets
- expanding enforcement of landfill material bans

The expanded diversion services would apply to material streams, such as wood, roofing shingles, textiles, carpet and backing, flooring, rigid plastics, furniture and mattresses, accounting for approximately 35% of the waste stream¹. The CRD is also investigating expanding landfill bans to these material streams. The effectiveness of the proposed policies in diverting materials out of the general refuse stream and into source-separated streams is largely dependent on the rate that tipping fees are set, along with the level of enforcement on the new material bans.

The tipping fee for general refuse will need to increase over time, while the tipping fee for separated loads of some divertible materials will need to be set at a rate below general refuse, in order to incent segregation. Amendments to the tipping fee are being considered for implementation starting June 1, 2023.

¹ Based on 2016 waste composition data. The CRD is conducting a new waste composition study in 2022.

One potential unintended consequence of these policies is waste migration. This is where waste is exported to out-of-region landfills, avoiding the region's waste diversion policies. Waste migration is counter to the aim of reducing waste overall, and can make the CRD's waste system financially unsustainable, as the tipping fees for waste generated within the region are paid to out-of-region facilities, leaving a smaller portion of the waste to cover the entirety of the system's fixed costs.

To mitigate against waste migration, staff recommend initially setting tipping fees and enforcement levels, with a view to aligning with the current market conditions. This is anticipated to result in waste diversion consistent with the SWMP targets and to set the region on a path to meeting the SWMP target of 250 kg per capita per year by 2031. Staff recommend continually evaluating the effectiveness of waste diversion policies, and modifying as necessary for efficacy, and to meet the diversion targets. Staff will be returning to the Environmental Services Committee in May 2022 with additional approaches to addressing the risk of waste migration through waste flow management.

Once materials are diverted from the general refuse stream, they are available for further processing (reuse, recycle or resource recovery) to become part of a circular economy. In the short term, materials that are collected through the expanded diversion services at Hartland will be processed on site, or by the private sector through contract. The CRD may also consider providing an incentive to the private sector to operate transfer or processing facilities at other locations. The CRD's investigation into integrated resource management identified that material stream pre-processing is required for many of the resource recovery technologies evaluated. Strategy 15D of the SWMP is to continue to conduct research, investigate and report out on emerging waste management technologies (including alternatives to landfilling, such as integrated resource management and gasification). Materials diverted from the general refuse stream could be used as a feedstock for such technology in the future.

The next steps for material stream diversion are outlined below:

- initiate a procurement process to understand private sector options and costs for further processing (reuse, recycle or resource recovery) of materials that are diverted from the general refuse stream
- return to the Environmental Services Committee with detailed financial implications based on information received through the procurement
- return to the Environmental Services Committee in January 2023 with proposed revisions to the Hartland Tipping Fee and Regulation Bylaw No. 3881 to come into effect June 1, 2023

Staff will also bring this report to the Solid Waste Advisory Committee for information and will present proposed policies to the Local Government and Industry Solid Waste Working Groups.

ALTERNATIVES

Alternative 1

The Environmental Services Committee recommends to the Capital Regional District Board: That staff be directed to initiate a procurement process for further processing of divertible materials, and return to the Environmental Services Committee in January 2023 with financial implications and proposed amendments to the Hartland Tipping Fee and Regulation Bylaw No. 3881 and associated operational implications.

Alternative 2

That staff be directed to return with further information.

IMPLICATIONS

Financial Implications

As solid waste diversion alternatives are implemented, diverted waste streams are expected to result in lower revenues and higher costs to the service. The magnitude of the changes will be sensitive to which policy alternatives are implemented, pricing levels within the market, and the waste industry's response to these changes.

Tipping fee rate alternatives are being evaluated to offset the incremental impacts of reaching diversion targets and will be considered by committee in advance of a proposed amendment to the Hartland Tipping Fee and Regulation Bylaw No. 3881 in January 2023.

Service Delivery Implications

Beginning in mid-2023, new material categories will be banned from the general refuse stream and new tipping fee categories will be established for source-separated loads of these materials. Staff will determine which material categories can be banned from the general refuse stream based on the results of the procurement process. It is anticipated that material bans will include clean wood waste and mixed/contaminated wood waste, and could also include:

- flooring, carpeting and textiles
- asphalt shingles
- mattresses and box springs and furniture
- rigid plastics

The tipping fee for these materials will be set lower than general refuse tipping fees to encourage source separation. The CRD will consolidate separated loads of these materials and contract with the private sector for subsequent processing, recycling, repurposing or recovery.

General refuse is inspected when it is delivered to Hartland, and if a load contains excessive amounts of banned items, the hauler is subject to ticketing under the Hartland Tipping Fee and Regulation Bylaw No. 3881, in addition to the cost of disposal.

Staff will be seeking to amend the Hartland Tipping Fee and Regulation Bylaw No. 3881 to enable various enforcement strategies to ensure banned materials stay out of the general refuse stream. This could include denying the use of Hartland to those who repeatedly ignore disposal bans.

CONCLUSION

The CRD's Solid Waste Management Plan, approved by the Board in May 2021, targets an annual disposal rate of 250 kg per capita by 2031. The plan enables the CRD to take action in several interconnected areas to increase diversion of materials from the landfill in support of waste reduction targets. Staff propose implementing a suite of policies designed to divert material from the mixed general refuse stream and, as a first step, initiating a procurement process to understand private sector options and costs for further processing (reuse, recycle or resource

recovery) of materials that are diverted from the general refuse stream. Staff will return with the results of the procurement process before proposing modifications to the Hartland Tipping Fee and Regulation Bylaw No. 3881 to meet the SWMP targets.

RECOMMENDATION

The Environmental Services Committee recommends to the Capital Regional District Board: That staff be directed to initiate a procurement process for further processing of divertible materials, and return to the Environmental Services Committee in January 2023 with financial implications and proposed amendments to the Hartland Tipping Fee and Regulation Bylaw No. 3881 and associated operational implications.

Submitted by:	Tom Watkins, Acting Senior Manager, Environmental Resource Management
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

CAPITAL REGIONAL DISTRICT
REQUEST FOR EXPRESSION OF INTEREST
ERM2022-010

**Processing and Utilization of Source-Separated
Materials from Hartland Landfill**

RECEIPT CONFIRMATION FORM

Please complete this form and return **within five
(5) days of receiving the Proposal Documents**

Attn: Allison Chambers
Environmental Resource Management
Capital Regional District
625 Fisgard Street
Victoria, BC
V8W 2S6

achambers@crd.bc.ca

Failure to return this form may result in no further communication regarding this RFEOI.

COMPANY:

ADDRESS:

CONTACT PERSON:

PHONE:

EMAIL:

I have received a copy of the above-noted Request for Proposal, and (check one item):

- we will be submitting a proposal
- we will NOT be submitting a proposal

SIGNATURE:

TITLE:

DATE:
