

Subject: Acquisition Opportunity – Capital Region Resource Recovery Centre

File Number: ACS2025-PWD-GEN-0002

Report to Finance and Corporate Services Committee on 21 November 2025

and Council 26 November 2025

Submitted on November 12, 2025 by Alain Gonthier, General Manager, Public Works Department

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Ward: Citywide

Objet : Projet d'acquisition – Centre de récupération des ressources de la région de la capitale

Numéro de dossier : ACS2025-PWD-GEN-0002

Rapport présenté au Comité des finances et des services organisationnels

Rapport soumis le 21 novembre 2025

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Soumis le 12 novembre 2025 par Alain Gonthier, Directeur général, Services des travaux publics

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION

That the Finance and Corporate Services Committee recommend that Ottawa City Council consider the acquisition of the Capital Region Resource Recovery Centre as described in this report.

RECOMMANDATIONS DU RAPPORT

Que le Comité des finances et des services organisationnels recommande au Conseil municipal d'Ottawa d'envisager de faire l'acquisition du Centre de récupération des ressources de la région de la capitale (CRRRC) selon les modalités exposées dans ce rapport.

BACKGROUND

Municipalities are the front-line governments responsible for waste management in Canada. The City of Ottawa (the City) provides waste management services to approximately:

- 312,900 curbside-residential properties
- 2,350 multi-residential properties
- 750 on-street waste bins (garbage and recycling)
- 3,000 waste containers in City parks
- 500 City facilities
- 350 small businesses and places of worship through the Yellow Bag Program for Small Businesses
- 300 schools through the Green Bins in Schools Program

The responsibility of waste management goes far beyond the development, management, and environmentally sound operation of a residential solid waste management system. As owners and operators of the Trail Waste Facility Landfill (Trail), the City is responsible for maintaining the compliance of landfilling and waste processing activities which are highly regulated and reviewed by the Province of Ontario. The City is also responsible for managing closed landfills and ensuring regulatory compliance. Additionally, the City plans and implements initiatives to increase waste diversion and decrease the amount of waste inappropriately disposed of in landfills.

Solid Waste Master Plan

In June 2024, Ottawa City Council [approved](#) the City's new Solid Waste Master Plan (SWMP) which outlines how Ottawa will sustainably manage the City's waste over the next 30 years. Developed through extensive resident and stakeholder engagement, the SWMP includes initiatives for the short term (0-5 years), medium term (5-10 years) and long term (10 years+) to divert as much waste as possible from the landfill, recover maximum resources and energy from the remaining garbage, and dispose of residual waste in an environmentally sustainable way – all while keeping waste management affordable.

Ottawa's population is expected to reach 1.5 million people by 2053 and more people means more waste. The amount of waste the City may need to manage is forecasted to increase by 31 per cent over the next three decades. Increasing waste reduction and reuse helps to keep the costs of managing waste down and reduces the need to extract natural resources. The City's owned and operated Trail Waste Facility Landfill is estimated to reach capacity within the next decade and various actions approved through the SWMP are underway to extend its life, including:

- Expanding the landfill within existing property boundaries: as [approved](#) by Ottawa City Council in 2023, Solid Waste has started the Individual Environmental Assessment process with the Ministry of the Environment, Conservation and Parks which could result in extending the life of Trail by up to 15 years.
- Reducing the set-out allowance for curbside residents: as [directed](#) by Ottawa City Council in 2024, the permitted number of garbage items to be set out for collection has been reduced from six items to three. This supports increasing waste diversion and reduces the average amount of garbage being disposed of at Trail.
- Implementing material bans: as [approved](#) by Ottawa City Council in 2024, as of July 1, 2025, Trail no longer permits disposal of waste from the Industrial, Commercial and Institutional sector. This action could extend the life of Trail by one year.
- Leveraging private landfills: as [approved](#) by Ottawa City Council in 2023, starting in 2026, Ottawa will send one third (approximately 60,000 tonnes) of residential waste to private landfills to help preserve the life of Trail. This could extend the life of Trail by two years.

Residents have been adaptable and resilient to the changes imposed as a result of the above-listed actions. Changes in disposal trends are being realized at the landfill and, as [reported](#) through the Solid Waste Master Plan 2025 Annual Update, there is a noticeable decrease in the amount of waste being disposed of at Trail. While SWMP actions have and should continue to have a positive impact on landfill life expectancy, it is in the City's best interest to continue exploring long term waste management solutions.

In June 2025, Ottawa City Council [directed](#) Solid Waste to advance an in-depth evaluation of waste management technologies for future Council consideration. This includes the exploration of sending waste to private facilities, building a waste to energy incineration facility, and building a new greenfield landfill to process residential waste after Trail inevitably reaches capacity. Concurrently City staff were made aware, in confidence, of a property acquisition opportunity that could substantially aid with Ottawa's long term waste management needs.

The Capital Region Resource Recovery Centre

The Capital Region Resource Recovery Centre (CRRRC) is a fully permitted integrated waste management facility (landfill) currently owned by Taggart Miller Environmental Services Inc. ("the Corporation"). Spanning 475 acres, the CRRRC is located in Ottawa's east end on the east side of Boundary Road, north of Devine Road and west of Frontier Road, just southeast of the Boundary Road/Highway 417 interchange. Document 1 included below in this report shows the site map, for reference.

The CRRRC is the first and only landfill approved by the province in over two decades. In Ontario, landfill capacity is dwindling and expected to be exhausted across the province within the next nine years. Ontario has 805 active public and private sector landfills, with only 15 landfills holding 82 per cent of the remaining capacity. The CRRRC has approval to receive up to 450,000 tonnes of waste annually and has an expected lifespan of 30 years. It is authorized to accept residential, industrial, commercial, and institutional waste, and construction and demolition waste. Site operation approvals include hydrocarbon contaminated soil treatment, surplus soil management, a drop off site for separate materials or separation of materials, anaerobic digestion of organic waste from commercial sources and, leaf and yard waste composting.

The CRRRC has obtained all major approvals and permits for the site through significant time, resources and capital investments. Taking over 15 years to secure, the

value of these cannot be overstated, nor should their rarity be ignored, especially given that Ontario's available landfilling space is expected to run out within the next decade. Extensive public engagement was conducted as part of the approval process as set by the Ministry of the Environment, Conservation and Parks.

The Corporation is for sale through the process outlined in this report. If the City were to be the successful bidder in the process, it would lead to the acquisition of ownership of the CRRRC and all associated permits and approvals. This would provide the City with care and control over future engagement sessions, site planning, development timelines, and operational decisions.

The CRRRC will be an active landfill within Ottawa's boundaries in the future. Ownership of this asset would ensure that decisions regarding the site's use are made in alignment with Ottawa's strategic priorities and newly-approved Solid Waste Master Plan, in consultation with residents and stakeholders.

Acquisition Opportunity

Upon notice of this acquisition opportunity in early 2025, the City entered into a Non-Disclosure Agreement (NDA). The NDA was required to participate in, and maintain the integrity of, this competitive bidding process. Within the confines of the NDA, staff have worked closely with key subject matter experts and members of Council to explore this opportunity.

The City assembled a team of internal and external subject matter experts. This included staff from Solid Waste Services, Business and Technical Support Services, Legal Services, Finance Services, the City's Corporate Real Estate Office, external legal counsel, and technical and financial consultants. All available, experienced parties were engaged to support a comprehensive approach for exploring this acquisition opportunity.

The representatives of the CRRRC provided details on the two-phase bidding process for interested purchasers. Following the City's review of requirements, key gaps in information and data limitations were identified which would need to be filled prior to the City preparing a bid. Through strong collaboration and thorough due diligence, the City obtained the necessary information from the CRRRC to develop a fair and appropriate non-binding indicative proposal for Council's consideration. The City submitted the non-binding indicative proposal to the entity representing the CRRRC.

In September, the City was notified that its Phase 1 submission had been reviewed and

accepted, allowing Ottawa to proceed to Phase 2 of the acquisition process. In Phase 2 the City conducted further due diligence and was provided access to the detailed business information and draft transaction agreements that were necessary for finalizing bid details.

The City leveraged and expanded on modeling work previously completed by the Solid Waste Master Plan's technical consultants to support the Phase 2 submission. The team updated key revenue and cost inputs using the 2025 feasibility study completed by HDR Consulting on the City's Trail Waste Facility Landfill. These inputs were used to update the Solid Waste Long-Range Financial Plan ([approved](#) in June 2024 alongside the SWMP) to further assess the present value of developing a new landfill versus sending waste to private landfills.

While the process to date has been confidential, the City's definitive proposal was submitted on the condition that the City would have the opportunity to receive public feedback prior to Council deciding on whether or not to proceed with the transaction. The publication of this legislative report, and the Finance and Corporate Services Committee for which it will be discussed provides opportunity for public feedback and fulfills said condition.

DISCUSSION

The Capital Region Resource Recovery Centre (CRRRC) is the first landfill approved in the Province of Ontario in the last two decades. The opportunity to acquire the CRRRC presents numerous benefits to the City of Ottawa (the City). The site is already permitted with provincial approvals which, if acquired, would save the City significant time, cost, and regulatory uncertainty; this positions Ottawa to respond proactively to long-term waste management needs. As the site plans are not yet complete, acquisition would allow the City to have direct control over how the site is used in the future, including decisions about waste management technologies, timelines for development, and environmental oversight. The acquisition itself is not a final solution, but a strategic move that creates further possibilities. If the purchase goes ahead, public input and further analysis will help guide how the City develops the site to support its waste management needs.

To date, the City of Ottawa has undertaken preliminary exploration of acquiring Taggart Miller Environmental Services Inc., operating as the Capital Region Resource Recovery Centre (CRRRC). The City is now at a place to formally consider acquisition but will not do so without public engagement on the opportunity. The purpose of this report is to

outline actions taken to date on this matter and to offer an opportunity for residents to provide input to Members of Council prior to formal consideration of the potential acquisition.

Non-binding Definitive Proposal

The non-binding definitive proposal included a proposed purchase price and a set of conditions that would be applied should the City proceed with the acquisition. These conditions pertain to the CRRRC site itself, as well as all existing regulatory and operational approvals associated with the facility. To protect the integrity of the competitive bidding process and ensure fairness to all parties involved, details like the proposed purchase price and terms must remain confidential at this time.

The proposed purchase price was determined by a City-appointed team of subject matter experts and technical and financial consultants who were all engaged under the NDA.

The proposed purchase price was developed through thorough due diligence and considered:

- The property's appraised value
- The estimated worth of the property environmental assessment and approvals that already exist on the property (if performed today)
- The potential business opportunity value

Should the City acquire the Corporation, the City would benefit from direct ownership and control over:

- Site design and development timelines
- Resident and stakeholder engagement
- Sources of waste accepted for processing
- Site management and operation with a high degree of environmental compliance.

Public Disclosure

The City's exploration of this opportunity has taken place pursuant to the NDA described above due to the nature of the competitive bidding process. As part of the provincial process for the approvals and permits obtained for this site, the Corporation

conducted public engagement. The public had formal opportunities to comment on the Terms of Reference and Draft Environmental Assessment report for this site before they were approved in 2012, and 2015, respectively.

Tabling this legislative report at Finance and Corporate Services Committee publicizes Ottawa's interest in potential acquisition and provides residents with an opportunity to share comments on the potential acquisition prior to Council's consideration of whether or not to pursue this opportunity further. Should Council decide to pursue this opportunity and ultimately become the Owner of this site, the City would conduct further engagement with respect to how the City develops the site to support its waste management needs.

Engagement with Ottawa's residents and stakeholders has been instrumental in the success of recent waste planning endeavors, including the development of the City's Solid Waste Master Plan (SWMP), and the Waste Management Technologies Feasibility Report tabled earlier this year. Details on feedback learned through these consultations can be found on the [City's Engage Ottawa website](#). The SWMP is entering Year 2 of implementation and updates are provided through annual reports to Council. Should Councillors pursue and be successful in acquiring the CRRRC, engagement opportunities and site development plans would be communicated through the SWMP annual reports moving forward.

Next Steps

Council's decision on whether to proceed with the acquisition will be informed by public feedback received by public delegations and written submissions on this item at the Finance and Corporate Services Committee meeting to consider this report. Given the nature of this file, the intent is for the Finance and Corporate Services Committee to receive community and resident feedback on the opportunity prior to the report rising to Ottawa City Council on November 26, 2025.

Consistent with the terms of the NDA, in order to keep the bidding process competitive, details on the proposed price and method by which the City would acquire the asset will remain confidential at this time. If directed to proceed with this matter, staff would report back on the outcome of any acquisition through the Finance and Corporate Services Committee, and to Ottawa City Council. Future updates on the acquisition would follow this same reporting practice. If successful and once acquired, public engagement opportunities and site development plans would be provided through Solid Waste Master Plan annual reports to the Environment and Climate Change Committee, and to

Ottawa City Council.

FINANCIAL IMPLICATIONS

Council approved a recommendation as part of the Solid Waste Master Plan in June 2024 to implement a fully recoverable fee model to fund Solid Waste Services for both waste diversion and garbage. The Solid Waste Master Plan included the cost of a future landfill site. If Council were to approve the recommendation to acquire the Capital Region Resource Recovery Centre, it would result in advancing a portion of that cost sooner than planned. The acquisition would be funded by debt, and would have an impact on near term fees but balance out over the long term.

LEGAL IMPLICATIONS

There are no legal impediments to adopting the recommendation outlined in this report or Council considering this report. This item will come before Finance and Corporate Services Committee and the public will have an opportunity to comment on the potential acquisition. Staff recommend that Council consideration of the confidential elements of the proposed transaction take place in closed session, to be reported out accordingly per the NDA.

Subsection 239(2)(c) and (i) of the Municipal Act, 2001 stipulates that a meeting or part of a meeting may be closed to the public if the subject matter being considered is a proposed or pending acquisition or disposition of land by the municipality and commercial or financial information supplied in confidence to the municipality, 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 and this and other exemptions are reiterated in Section 13 of the City's Procedure By-law.

COMMENTS BY THE WARD COUNCILLOR (Ward 20)

I believe it is important for residents to know that the CRRRC landfill, currently owned by Taggart Miller Environmental Services Inc., has been put up for sale and that the City is considering buying it. This report starts the public consultation process and gives residents a valuable chance to share their thoughts on what public ownership could mean for our community. I encourage residents to share their views - by sending in comments or speaking at Committee – to have a direct voice in shaping the future of this site.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with the recommendations of this report.

ASSET MANAGEMENT IMPLICATIONS

The purchase of the Capital Region Resource Recovery Centre would result in a significant asset acquisition for the City of Ottawa. Should that be the outcome, Solid Waste Services would work closely with the City's Asset Management branch to properly manage and plan for this asset and its future needs and development potentials.

RISK MANAGEMENT IMPLICATIONS

Risks associated with this report are outlined within.

TERM OF COUNCIL PRIORITIES

This report supports 2023-2026 Term of Council Priorities as well as the City's commitment to financial sustainability and transparency.

SUPPORTING DOCUMENTATION

Document 1 – Capital Region Resource Recovery Centre

DISPOSITION

The City of Ottawa will continue the process as outlined in this report to potentially acquire the Capital Region Resource Recovery Centre.

Document 1 – Capital Region Resource Recovery Centre

