

REPORT TO COUNTY COUNCIL

Single Source Award - Landfill Gas Collection and Flaring System Upgrades and Annual Maintenance, Monitoring and Reporting

To: Warden and Members of County Council

From: Director of Public Works

RECOMMENDATIONS

1. That County Council approve single source award for the design and construction of the Landfill Gas Collection and Flaring System Upgrade to Comcor Environmental Limited in the amount of \$790,000 as outlined in Report PW 2025-32, pursuant to Section 7.3 of the County's Purchasing Policy 6.07;
2. And further, that County Council approve single source award of the Annual Landfill Gas Collection and Flaring System Maintenance, Monitoring, and Reporting for a five-year term commencing in 2026 to Comcor Environmental Limited for an anticipated cost of \$871,200 as outlined in Report PW 2025-32, pursuant to Section 7.3 of the County's Purchasing Policy 6.07;
3. And further, that County Council authorize the transfer of \$236,000 from the Landfill and Waste Diversion Reserve Fund to fund the budget shortfall for upgrades to the Landfill Gas Collection and Flaring System;
4. And further, that County Council authorize the Chief Administrative Officer and the Director of Public Works to execute all documents related hereto.

REPORT HIGHLIGHTS

- The purpose of this report is to obtain County Council approval for single source award to Comcor Environmental Limited (Comcor) for the design and construction of equipment upgrades for the Landfill Gas Collection and Flaring System (LGCFS) as well as the annual LGCFS maintenance, monitoring, and reporting service contract for a five-year term starting in 2026.

- The LGCFS equipment upgrade project and annual operations and monitoring service contract require specialized services of which Comcor has demonstrated unique expertise, as it is their core business, and previous procurement efforts have indicated limited vendors with similar expertise.
- Comcor designed and supervised the installation of the County's LGCFS in 2010 and has provided annual maintenance, monitoring, and reporting through competitive procurement processes since the LGCFS was commissioned. Staff believe it is in the County's best interest to award this work to Comcor on a single source basis due to their specialized expertise and system familiarity.

IMPLEMENTATION POINTS

Construction of LGCFS upgrades was included in the 2025 Business Plan and Budget and the project is scheduled to be completed in 2025. Following County Council approval, a contract will be executed with Comcor, utilizing Canadian Construction Document Committee (CCDC) Design-Build Stipulated Price Contract format.

Similarly, following County Council approval, a multi-year service contract will be executed with Comcor for annual maintenance, monitoring, and reporting of the LGCFS starting in 2026.

Financial Impact

LGCFS Equipment Upgrades

Project costs for design and construction (design-build) of LGCFS upgrades are shown in Table 1 and exceed the 2025 approved capital budget by \$236,000. The budget shortfall can be attributed to higher than anticipated equipment costs, project contingency allowance, and Ministry of Environment, Conservation and Parks (MECP) requirement to maintain landfill gas control during construction by utilizing a temporary candlestick flare.

Table 1: Expenditure Summary for the Landfill Gas System Equipment Upgrade

Account / Description	Available 2025 Budget	Project Amount (excluding HST)
900032 – Landfill Gas Collection System (Approved budget: \$1,152,580) (Less other projects: \$598,580)	\$554,000	\$675,000
15% Contingency		101,300
Non-Refundable HST (1.76%)		13,700
TOTAL ESTIMATED CONSTRUCTION EXPENDITURES		\$790,000
Budget Variance		(\$236,000)

The 2025 budgeted closing balance of the Landfill and Waste Diversion Reserve Fund is approximately \$17 million, which is sufficient to fund the additional requirement of \$236,000.

The Single Source provisions under Section 7.3 of the County’s Purchasing Policy 6.07, allow a single source process if the goods are available from more than one supplier, but there are valid and sufficient reasons for selecting one supplier. In this procurement process, staff are recommending a single source supplier process pursuant to 7.3.2 d) which states “The required goods and/or services are to be supplied by a particular supplier(s) having special knowledge, skills, expertise or experience”, supported by the reasons set out in this report. Approval authority for single source procurement for the value of \$120,000 or greater is subject to County Council approval, outlined under the provisions of Section 5.5 of the County’s Purchasing Policy 6.07.

LGCFS Annual Operations and Monitoring Program

The fee proposal submitted by Comcor for annual services will be reflected in the 2026 Waste Management Operations Budget. Proposed 2026 cost represents a 13% increase over 2025 budget costs as shown in Table 2 below and includes inflationary increases, and additional monitoring efforts associated with system expansion and surface emission monitoring requested by the MECP. Annual costs will be subject to Consumer Price Index adjustments throughout the five-year term of the service contract (2026 – 2030).

The same provisions of the County’s Purchasing Policy 6.07 have been applied to this procurement process as cited above for the LGCFS upgrades, resulting in a proposed five-year term contract including annual operations and monitoring costs set out in Table 2 below.

Table 2: LGCFS Annual Operations and Monitoring Program (2026 – 2030)

LGCFS Annual Operations and Monitoring Operating Budget Details	2025 Budget Costs	2026 Fee Proposal	5 Year Costs (2026-2030)
Consulting Services: maintenance, monitoring and annual reporting. (includes equipment allowance for unanticipated repair)	\$148,300	\$167,400	\$871,200*

Prices include non-refundable HST

*Assumes a 2% annual increase starting in year two

Communications




A copy of Report PW 2025-32 will be forwarded to the Township of South-West Oxford for information as the host municipality of the Oxford County Waste Management Facility (OCWMF).

2023-2026 STRATEGIC PLAN

Oxford County Council approved the **2023-2026 Strategic Plan** on September 13, 2023. The Plan outlines 39 goals across three strategic pillars that advance Council's vision of "Working together for a healthy, vibrant, and sustainable future." These pillars are: (1) *Promoting community vitality*, (2) *Enhancing environmental sustainability*, and (3) *Fostering progressive government*.

The recommendations in this report support the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
Goal 1.2 – Sustainable infrastructure and development	Goal 2.1 – Climate change mitigation and adaptation	Goal 3.1 – Continuous improvement and results-driven solutions

See: [Oxford County 2023-2026 Strategic Plan](#)

DISCUSSION

Background

The OCWMF is licensed under Environmental Compliance Approval (ECA) Number A070808, which includes requirements for operation of a LGCFS and annual reporting of system performance. The existing LGCFS at the OCWMF has been in operation since 2010 and was originally designed and commissioned by Comcor, a local consulting firm that specializes in landfill gas collection and utilization systems.

Since commissioning, Comcor has been the sole service provider for LGCFS operation and maintenance and annual reporting through competitive procurement of multi-year service contracts. Comcor has also provided engineering and technical support for system modifications and repair and has acted as liaison with MECP regarding any regulatory and compliance issues. Comcor has demonstrated unique expertise and experience in this field of work as confirmed through historical procurement efforts for annual service contracts that resulted in limited submissions from other firms with equivalent experience.

The LGCFS annual service contract involves regular system monitoring, routine maintenance, system shutdown response and unanticipated equipment repairs. System performance is documented in an annual report that is submitted to the MECP in accordance with regulatory requirements. The current LGCFS service contract expires after 2025 and therefore is scheduled for renewal.

LGCFS Equipment Upgrades

The 2025 Business Plan and Budget includes capital upgrades to the LGCFS for replacement of the existing Control building and Instrumentation and Control (I/C) equipment that has reached the end of its useful life. The proposed upgrades include the following key components:

- Three-phase power supply upgrade;
- New control building/enclosure;
- Replacement of I/C and Supervisory Control and Data Acquisition (SCADA) equipment; and
- Replacement of system interface (desktop computer).

To date, Comcor has supported staff with identifying critical replacement needs, establishing a scope of work, providing cost estimates for budgetary purposes, and advising on regulatory requirements.

Comments

Single source award to Comcor for the design and construction of the LGCFS equipment upgrades and the multi-year (2026 – 2030) service contract for annual LGCFS maintenance, monitoring, and reporting is being recommended based on their expertise in this field of work, and involvement with the County's LGCFS since inception.

Comcor's familiarity with the LGCFS and knowledge of required upgrades based on system performance and equipment issues will be beneficial to the project's success. Single source award to Comcor will streamline project execution by reducing competitive procurement efforts and ensure that upgrades and annual services meet expectations and anticipated outcomes.

LGCFS Equipment Upgrades

Comcor has provided a Terms of Reference (TOR) for the design and construction of capital upgrades as described above. The project will be executed based on the TOR and CCDC Design-Build Stipulated Price Contract with Comcor acting as Prime Contractor and responsible for the following key tasks and deliverables:

- Detailed design;
- Insurance and bonding;
- Permits/approvals;
- Procurement of subcontractors, materials and supplies;
- Operation of a temporary candlestick flare;
- Coordination of construction;
- Site health and safety; and
- Project closeout and warranty.

The County's risk will be mitigated through bonding and insurance, contract performance requirements, and statutory lien payment holdbacks in accordance with the County's purchasing policy and the Construction Act. The LGCFS will be offline for approximately two months during construction; however, the MECP has advised that operation must be maintained utilizing a mobile/temporary candlestick flare and temporary piping to maintain ECA compliance.

LGCFS Annual Operations and Monitoring Program

The annual operations and monitoring program proposed by Comcor mirrors the current program, but with additional site visits and twice annual ground sweeps to assess fugitive surface emissions as requested by MECP. Included in Comcor's fee proposal (Table 2) is labour, rental fees for typical maintenance, and monitoring equipment such as portable gas analyzer and anemometers.

As part of routine site activities, Comcor personnel monitor landfill gas concentrations and flow rates at each extraction well and make system adjustments as required to optimize performance. Regular scheduled equipment maintenance is completed in accordance with the system operation and maintenance manual as well as any unanticipated equipment repairs and responding to equipment failures and system shutdowns. Details of monitoring results, site visits and work carried out is documented and included in the annual monitoring report that is submitted to the MECP.

LGCFS Renewable Energy Potential

As part of the 2025 Business Plan and Budget, staff are undertaking a detailed assessment to evaluate the feasibility of using landfill gas to produce renewable energy. An initial review

confirmed that a sufficient quantity of landfill gas is generated; however, the detailed assessment will further analyze the quality of the gas, projected future production, potential end uses, energy recovery options, and the overall viability of pursuing a renewable energy project. It is anticipated that the detailed assessment will be completed in time for any potential projects to be considered as part of the 2026 Business Plan and Budget.

CONCLUSIONS

Staff recommends single source award to Comcor for design and construction of LGCFS equipment upgrades and annual system maintenance, monitoring, and reporting due to their intimate knowledge of the County's system and limited vendors specializing in this field of work.

Single source award to Comcor will afford cost efficiencies by streamlining procurement efforts and ensuring desired project outcomes.

SIGNATURES

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Original signed by

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