

2. Curbside Waste Diversion Policy

Politique sur le réacheminement des déchets déposés en bordure de rue

Committee recommendation

That Council consider this matter.

For the information of Council:

The following Directions to Staff were given by the Environment and Climate Change Committee:

Directions to Staff

A. Councillor R. King (for Councillor L. Johnson)

. That staff be directed to:

1. Ensure that an equity-lens is applied to program roll-out, recognizing that purchasing additional tags will place a disproportionate financial burden on low-income residents.;
2. Ensure consideration for how the City can support all low-income residents to access tags, including but not limited to, residents on social assistance, students, the working poor, seniors on fixed pensions and those with temporary residence status.
3. Utilize data from the City's 2018-2019 Four Season Curbside Waste Audit Study to target public education measures at communities where there is currently a lower participation in diversion programs.

B. Councillor R. King

That staff be directed to work with Ottawa Community Housing (OCH) and other non-profit housing organizations and to help harmonize existing practices, increase staff and tenant knowledge of waste diversion and to consider the unique and diverse needs of their tenants when initiating the

City's Implementation Plan and Readiness Update for Q1 of 2024 (or four months prior to implementation).

C. Councillor D. Hill

That staff review options to consider the diversion of Construction and Demolition Solid Waste products from the Trail Landfill with options back to committee by Q4 2023

D. Councillor T. Kavanagh

That Staff work with property managers of multi-residential dwelling units to discuss bag tagging requirements for multi-residential dwellings using common pads.

Recommandation du Comité

Que le Conseil examine cette question.

Pour la gouverne du Conseil :

Les instructions au personnel suivantes ont été données par le Comité de l'environnement et du changement climatique :

Instructions au personnel

A. Conseiller R. King (de la part de la Conseillère L. Johnson)

Que l'on demande au personnel de :

1. Soumettre le déploiement du programme à l'optique d'équité, en reconnaissance du fait que se procurer des étiquettes additionnelles sera un fardeau financier supplémentaire pour les résidentes et résidents à faible revenu;
2. Considérer les façons dont la Ville peut aider toute sa population à faible revenu à se procurer des étiquettes notamment, mais sans s'y limiter, les personnes bénéficiaires de l'aide sociale, les étudiantes et étudiants, les travailleurs et travailleuses en situation de pauvreté, les personnes

âgées à revenu de retraite fixe et les personnes au statut de résidence temporaire;

3. Utiliser les données de l'Étude de la vérification des déchets pendant quatre saisons de 2018-2019 afin de cibler les communautés dont la participation actuelle aux programmes de réacheminement est plus faible avec des stratégies d'éducation publique.

B. Conseiller R. King

Que l'on demande au personnel de travailler en collaboration avec Logement communautaire d'Ottawa (LCO) et d'autres organismes de logements à but non lucratif afin d'aider à harmoniser les pratiques existantes, à accroître les connaissances du personnel et des locataires en matière de réacheminement des déchets et à prendre en compte les besoins uniques et variés de leurs locataires pour la mise à jour du plan de mise en œuvre du programme et pour le compte rendu des préparatifs à soumettre au cours du 1^{er} trimestre de 2024 (ou quatre mois avant la mise en œuvre).

C. Conseiller D. Hill

Que le personnel étudie des options à envisager pour le réacheminement des déchets solides de construction et de démolition de la décharge du chemin Trail et qu'il soumette des options au Comité d'ici le 4^e trimestre de 2023.

D. Conseillère T. Kavanagh

Que le personnel travaille avec les gestionnaires d'immeubles à logements multiples pour discuter des exigences du programme des étiquettes à déchets pour les résidents des immeubles d'habitation qui utilisent un point de collecte commun.

Documentation/Documentation

1. Director's report, Curbside Waste Diversion Policy, dated 25 May 2023 (ACS2023-PWD-SWS-0003)

Rapport de la directrice, Politique sur le réacheminement des déchets déposés en bordure de rue, daté le 25 mai 2023 (ACS2023-PWD-SWS-0003)

2. Extract of draft Minutes, Environment and Climate Change Committee, 5 June 2023.

Extrait de l'ébauche du procès-verbal, Comité de l'environnement et du changement climatique, le 5 juin 2023.

Extract of Draft Minutes 4
Environment and Climate
Change Committee

5 June 2023

Extrait de l'ébauche du
procès-verbal 4
Comité de l'environnement et
du changement climatique
Le 5 juin 2023

Curbside Waste Diversion Policy

File No. ACS2023-PWD-SWS-0003 – City-wide

Report recommendations

That the Environment and Climate Change Committee recommend that Council:

- 1. Approve the following changes to the City's current residential curbside collection policy, as outlined in this report, including:**
 - a. A Partial Pay-As-You-Throw program with an annual allotment of 55 garbage items with the option of additional tags to be purchased by residents;**
 - b. Expansion to the City's Special Considerations Program to include non-hazardous medical waste;**
- 2. Direct staff to include the required amounts for capital and operating expenditures and for user fees, as detailed in the report, as part of the 2024 Budget process;**
- 3. Delegate the authority to the General Manager of the Public Works Department to make the related amendments to the Solid Waste Management By-law No. 2012-370 to implement the changes to the curbside collection policy, as outlined in this report; and,**
- 4. Direct staff to provide Committee and Council with an Implementation Plan and Readiness Update no later than Q1 2024 (or four months prior to program implementation).**

Mr. Alain Gonthier, General Manager, Public Works Department (PWD), again introduced Ms Shelley McDonald, Director, Solid Waste Service, PWD, Ms Andrea Gay-Farley, Program Manager, Program Planning, PWD, and Ms Nichole Hoover-Bienasz, Program Manager, Long Term Planning, PWD, who spoke to a detailed slide presentation overview of the report. A copy of this presentation is held on file with the Office of the City Clerk.

Also present to respond to questions were Ms Isabelle Jasmin, Deputy City Treasurer, Corporate Finance, Finance and Corporate Services Department, Mr. Roger Chapman, Director, Bylaw and Regulatory Services, Emergency and Protective Services Department, Ms Nazgol Namazi, Associate Legal Counsel, Legal Services Department and Ms Nathalie Gougeon, Auditor General.

Prior to the receipt of public delegations, a number of Motions and Directions to Staff (referenced further below), were read aloud for the benefit of all present.

The Committee then heard from the following delegations:

1. Mr. Duncan Bury⁺, Waste Watch Ottawa
2. Ms Kate Reekie^{*}, Community Associations for Environmental Sustainability (CAFES)
3. Ms Alice Irene Whittaker⁺, Ecology Ottawa
4. Mr. Brian Tansey^{*}
5. Ms Phillipa MacDonald
6. Mr. Jayson MacLean
7. Ms Jennifer Humphries

Correspondence was also received from the following:

- 1 Ms Lisa, Mr. Mitchell and Mr. Beau Levy (The Levys^{*})
- 2 Mr. David C. Eggett^{*}
- 3 Ms Sara McMillan^{*}
- 4 Mr. John Gervais^{*}
- 5 Ms Frances Sander^{*}
- 6 Mr. Alan Bezanson^{*}
- 7 Mr. Brad Carter^{*}

8 Mr. John Murray**

[+ Slide presentations / visuals / #videos held on file with the Office of the City Clerk.]

[Individuals / groups marked with an asterisk above either provided comments in writing or by e-mail; all submissions and presentations are held on file with the Office of the City Clerk.]*

*[** Correspondence received after deadline for submissions to Committee had passed.]*

Following questions to the delegations and to staff, and at the conclusion of Committee discussions, the Motions introduced earlier were voted upon as follows :

Motion N° ECCC 2023 04-01

Moved by Councillor R. King:

WHEREAS staff are recommending changes to Ottawa's Curbside Waste Diversion Policy;

WHEREAS the changes to the policy aim to encourage residents to alter their disposal habits and encourage more sustainable waste management habits;

WHEREAS the recommended policy would require some level of change for all residents;

WHEREAS approximately 58 per cent of what residents are placing at the curb could be diverted through the City's recycling or green bin programs;

WHEREAS the purpose of this policy is to encourage residents to evaluate what they are setting out for garbage collection and increase use of the existing recycling and green bin programs.

WHEREAS staff are recommending a "Partial Pay-As-You Throw" program with an annual allotment of garbage items with the option of additional tags to be purchased by residents.

WHEREAS Committee and Council will be provided an Implementation Plan

and Readiness Update by Q1 2024 (or four months prior to program implementation) to help with the changes to curbside waste;

THEREFORE BE IT RESOLVED that with the Implementation Plan incorporate an education plan for residents that includes:

- a. Identifying barriers and challenges under our current system and target the communications plan to address these concerns and encourage positive participation in the new Curbside Waste Diversion program;
- b. Developing a response plan for illegal dumping, specifically around high rise buildings, low-income neighbourhoods and areas that are known for large garbage items to be placed on curbs and next to buildings;
- c. Ensure that targeted communication campaigns include opportunities for residents to participate in waste audits and explore opportunities to expand the educational campaign to schools and community housing;
- d. Ensure that the one-time capital ask of \$3.5 million in 2024, funded from the reserve, focus on education and outreach first in communities where there is currently a lower participation in the curbside waste diversion program; and
- e. That as part of implementation planning, staff develop a set of proposed metrics to assess enhanced outreach performance in communities with lower diversion rates as part of the Implementation and Readiness Update report in Q1 2024 prior to launch; and
- f. As part of staff's report back to Council on the policy changes, that staff report back on performance metrics assessing the effects of enhanced outreach efforts in communities with lower diversion rates.

Carried

Motion N^o ECCC 2023 04-02

Moved by Vice-Chair M. Carr:

WHEREAS Council is scheduled to receive the draft Solid Waste Master Plan by Q4 2023, prior to a final round of consultation; and

WHEREAS the Curbside Waste Diversion Policy is just one of the elements of the proposed Solid Waste Master Plan in addition to other options such as Multi-Residential Waste Diversion, Food Waste Reduction Strategy, Expansion of the Take It Back! Program, Textile Waste Diversion, Separate Bulky Waste Collection and Recycling, Automated Cart System, Waste to Energy, Anaerobic Digestion, etc; and

WHEREAS the Curbside Waste Diversion Policy recommendation before Council is a “Partial Pay-As-You-Throw” program that would require residents to tag every garbage item set out at the curb, and some residents have expressed concerns with the administrative burden of this recommendation; and

WHEREAS in 2007, the City’s garbage item limit was set to six items every two weeks and that limit was not changed with the introduction of the Green Bin program in 2010, the switch to bi-weekly collection in 2012 or the modifications to the Green Bin program in 2019; and

WHEREAS the current solid waste fee for residents of Ottawa is \$130 annually and would be expected to rise considerably with a status quo approach to curbside collection alone; and

WHEREAS the City’s current average curbside garbage set-out is 2.1 items every two weeks and Council recognizes it is industry best practice to set a garbage limit at or below the average set-out to increase the waste diversion rate; and

WHEREAS the most common PAYT program implemented in Ontario is a partial PAYT system where tags are only required above a certain limit including in nearby municipalities such as Brockville, Mississippi Mills, Carleton Place, Kingston, South Stormont, etc.; and

WHEREAS a transitional allotment of tags, with no expiry date, would provide residents with flexibility at the outset of the program’s implementation in July 2024, allowing them to better manage the transition;

THEREFORE BE IT RESOLVED THAT Recommendation 1A in the Curbside Waste Diversion Policy report (ACS2023-PWD-SWS-0003) be amended to read: “A Partial Pay-As-You-Throw program with a bi-weekly limit of two

garbage items set-out every two weeks, with the option of additional tags to be purchased by residents to set out garbage items above the bi-weekly item limit;” and

BE IT FURTHER RESOLVED that households be provided with 15 tags, at no cost and with no expiry date, as a one-time allocation to assist with the transition to the new Partial PAYT program; and

BE IT FURTHER RESOLVED that households are permitted to place a third untagged garbage item at the curbside the last week of December and the first week of January.

For (5): T. Kavanagh, S. Devine, R. King, M. Carr and S. Menard

Against (5): M. Luloff, D. Hill, T. Tierney, R. Brockington and D. Brown

Lost

Motion N^o ECCC 2023 04-03

Moved by Councillor R. Brockington:

BE IT RESOLVED that the Brown Motion to amend the Proposed Curbside Waste Diversion Policy be amended to replace “four (4)” items with “three (3)” items in the 2nd, 7th and 8th resolutions.

For (2): T. Kavanagh and R. Brockington

Against (8): M. Luloff, D. Hill, S. Devine, T. Tierney, R. King, D. Brown, M. Carr and S. Menard

Lost

Motion N^o ECCC 2023 04-04

Moved by Councillor D. Brown:

WHEREAS staff have proposed changing curbside waste diversion through a partial Pay-As-You-Throw (partial PAYT) system for waste management that, if implemented, would provide residents with 55 garbage tags annually for curbside disposal and the option for residents to purchase more tags if necessary; and

WHEREAS the proposed partial PAYT policy is estimated to improve waste diversion by 6% and extend the life of the Trail Road Landfill by two years; and

WHEREAS the proposed partial PAYT policy is estimated to cost up to \$3.5 million to implement and is estimated to operate at an annual \$1 million net-operating loss, pending confirmation based on the finalized implementation plan; and

WHEREAS during consultation, the partial PAYT was identified by residents as likely to increase illegal dumping, disproportionately increase costs on large families and lower income residents, present challenges for rural residents, and create sanitary concerns; and

WHEREAS Partial PAYT and Firm Garbage Limits were tied for the number one curbside diversion option of residents surveyed through an independent panel commissioned by the City; and

WHEREAS staff are in the process of developing and recommending a variety of other policies that are likely to have an equal or greater impact on extending the life of the Trail Road Landfill as a Partial PAYT program.

THEREFORE BE IT RESOLVED that the report be revised to replace the “Partial Pay-As-You-Throw” program outlined in Report Recommendation 1 with a Firm Garbage Limit policy; and

BE IT FURTHER RESOLVED that Report Recommendation 1 be amended to read as follows:

1. Approve the following changes to the City’s current residential curbside collection policy:
 - a. A Firm Garbage Limit program with an enforced allotment of 4 garbage items every 2 weeks, with a phased-in implementation plan.
 - b. Expansion to the City’s Special Considerations Program to include non-hazardous medical waste;

BE IT FURTHER RESOLVED that Report Recommendation 2 be amended to read as follows:

2. Direct staff to include the required amounts for capital and operating necessary to facilitate the Firm Garbage Limit program as part of the 2024 Budget process;

BE IT FURTHER RESOLVED that Report Recommendation 3 be amended to read as follows:

3. Delegate the authority to the General Manager of the Public Works Department to make the related amendments to the Solid Waste Management By-law No. 2012-370 to implement the changes to the curbside collection policy, as directed in recommendation 1; and,

BE IT FURTHER RESOLVED that Report Recommendation 4 be amended to read as follows:

4. Direct staff to provide Committee and Council with a phased-in Implementation Plan and Readiness Update no later than Q4 2023 with the goal of beginning the implementation of the policy prior to Q2 2024.

BE IT FURTHER RESOLVED that, in conjunction with the preparation of an Implementation Plan and Readiness Update, staff provide a cost analysis for Committee and Council's consideration to develop an exemption process so as to better support large families, "Good Samaritans" who collect garbage in their communities, low-income residents, farmers, and others who are most likely to be disproportionately impacted by such a policy change; and

BE IT FURTHER RESOLVED that staff report back to Committee and Council with an analysis of the costs and impacts of increased collection beyond the 4 item allotment on weeks which follow major statutory holidays; and

BE IT FURTHER RESOLVED that staff provide Committee and Council with an estimate of the cost savings accomplished by implementing a firm 4-item limit instead of the staff proposed partial PAYT system, and that staff provide Committee and Council with options for how the delta in cost savings could be instead invested improving City-wide waste management, including by improving communication and education.

For (5): M. Luloff, D. Hill, T. Tierney, R. Brockington and D. Brown

Against (5): T. Kavanagh, S. Devine, R. King, M. Carr and S. Menard

Lost

Motion N^o ECCC 2023 04-05

Moved by Councillor D. Brown (for Councillor S. Desroches):

WHEREAS the City of Ottawa's Office of the Auditor General (OAG) reviewed the Procurement Practices Related to the Source Separated Organics Contract in 2011 and presented to Audit Committee and Council in 2014; and

WHEREAS the OAG provided a follow-up to the 2011 Audit of Procurement Practices Related to the Source Separated Organics Contract, tabled at Audit Committee in 2018; and

WHEREAS the OAG reached a conclusion that data supporting the 20-year contract with Orgaworld Canada Ltd (Orgaworld) was not correctly interpreted; and

WHEREAS the City of Ottawa's Solid Waste Services are relying on key data to support the approval of the Curbside Waste Diversion Policy; and

WHEREAS the City of Ottawa has, in the past, asked the OAG for independent reviews of prior decisions in areas such as transit;

THEREFORE BE IT RESOLVED THAT the Environment and Climate Change Committee recommend Council request that the OAG consider a review of the data used by Solid Waste Services to support the Curbside Waste Diversion Policy including, but not limited to, waste volume projections, landfill waste capacity, waste diversion projections, and proposed financial projections; and

BE IT FURTHER RESOLVED THAT the Environment and Climate Change Committee recommend Council defer final consideration and approval of the Curbside Waste Diversions Policy until the OAG has reported back to Council on their findings to ensure the accuracy of supportive data.

For (5): M. Luloff, D. Hill, T. Tierney, R. Brockington and D. Brown

Against (5): T. Kavanagh, S. Devine, R. King, M. Carr and S. Menard

Lost

The report recommendations were then put before Committee and were voted on as noted below:

Moved by Vice-Chair M. Carr:

That the Environment and Climate Change Committee recommend that Council:

- 1. Approve the following changes to the City's current residential curbside collection policy, as outlined in this report, including:**
 - a. A Partial Pay-As-You-Throw program with an annual allotment of 55 garbage items with the option of additional tags to be purchased by residents;**
 - b. Expansion to the City's Special Considerations Program to include non-hazardous medical waste;**
- 2. Direct staff to include the required amounts for capital and operating expenditures and for user fees, as detailed in the report, as part of the 2024 Budget process;**
- 3. Delegate the authority to the General Manager of the Public Works Department to make the related amendments to the Solid Waste Management By-law No. 2012-370 to implement the changes to the curbside collection policy, as outlined in this report; and,**
- 4. Direct staff to provide Committee and Council with an Implementation Plan and Readiness Update no later than Q1 2024 (or four months prior to program implementation).**

For (4) : M. Luloff, D. Hill, T. Tierney and D. Brown

Against (6) : T. Kavanagh, S. Devine, R. King, R. Brockington, M. Carr and S. Menard

Lost

With the report recommendation having "LOST", the report will proceed for Council's consideration to its meeting of Wednesday, 14 June 2023 with a recommendation that will read, **"That Council consider this matter."**

Councillor King's Motion (ECCC 2023 04-01), having been 'Carried', but with the report recommendation having 'Lost', the Motion will again have to be moved at Council and seconded by another member of City Council.

The following Directions to Staff were also provided:

Directions to Staff

A. Councillor R. King (for Councillor L. Johnson)

That staff be directed to:

- a. Ensure that an equity-lens is applied to program roll-out, recognizing that purchasing additional tags will place a disproportionate financial burden on low-income residents.;
- b. Ensure consideration for how the City can support all low-income residents to access tags, including but not limited to, residents on social assistance, students, the working poor, seniors on fixed pensions and those with temporary residence status.
- c. Utilize data from the City's 2018-2019 Four Season Curbside Waste Audit Study to target public education measures at communities where there is currently a lower participation in diversion programs.

B. Councillor R. King

That staff be directed to work with Ottawa Community Housing (OCH) and other non-profit housing organizations and to help harmonize existing practices, increase staff and tenant knowledge of waste diversion and to consider the unique and diverse needs of their tenants when initiating the City's Implementation Plan and Readiness Update for Q1 of 2024 (or four months prior to implementation).

C. Councillor D. Hill

That staff review options to consider the diversion of Construction and Demolition Solid Waste products from the Trail Landfill with options back to committee by Q4 2023

D. Councillor T. Kavanagh

That Staff work with property managers of multi-residential dwelling units to discuss bag tagging requirements for multi-residential dwellings using common pads.