

**Subject: Solid Waste Services 2026 Residential Curbside Collection
Contract**

File Number: ACS2023-PWD-SWS-0004

**Report to Environment and Climate Change Committee on 19 September
2023**

and Council 27 September 2023

**Submitted on September 8, 2023 by Shelley McDonald, Director, Solid
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Ward: Citywide

**Objet: Services des déchets solides : Contrat de collecte des déchets
résidentiels 2026**

Dossier : ACS2023-PWD-SWS-0004

Rapport au Comité de l'environnement du changement climatique

le 19 septembre 2023

et au Conseil le 27 septembre 2023

**Soumis le 8 septembre 2023 par Shelley McDonald, directrice, Services des
déchets solides, Direction générale des travaux publics**

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION(S)

That the Environment and Climate Change Committee recommend that Council:

1. **Approve the proposed solid waste collection service level changes and receive an update on the procurement of the 2026 Curbside Collection Contract as described in this report; and**
2. **Approve the use of private landfills to divert approximately 60,000 tonnes of curbside garbage from the Trail Waste Facility Landfill, annually, over the term of the 2026 Curbside Collection Contract as described in this report; and**
3. **Direct staff to review the approach for the future use of private landfills, including a full cost-benefit analysis and report back to Council; and**
4. **Assign the expanded Zone 3 to the In-House Collections Group for curbside collection; and**
5. **Direct staff to consult with CUPE Local 503 with respect to the terms and conditions of hiring the workers of the In-House Collection Group in order to implement a permanent In-House Collection Group as described in this report and Document 1; and**
6. **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 curbside collection, as outlined in this report.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité de l'environnement et du changement climatique recommande que le Conseil municipal :

1. **approuve les changements que l'on propose d'apporter aux niveaux de service de collecte des déchets solides et se saisisse d'une mise à jour apportée au projet de marché public du Contrat de collecte des déchets en bordure de rue 2026 selon les modalités exposées dans ce rapport;**
2. **approuve l'utilisation des décharges publiques pour réacheminer environ 60 000 tonnes de déchets déposés en bordure de rue au lieu de les enfouir dans la décharge contrôlée du chemin Trail, et ce, chaque année, pendant la durée du Contrat de collecte des déchets en bordure de rue 2026 selon les modalités exposées dans ce rapport;**
3. **demande au personnel de revoir l'approche adoptée pour l'exploitation**

éventuelle des décharges privées, dont l'analyse complète des coûts et des avantages et le rapport à déposer auprès du Conseil municipal;

4. attribue la Zone 3 élargie au Groupe interne de collecte des déchets pour le ramassage des déchets en bordure de rue;
5. demander au personnel de consulter la section locale 503 du SCFP au sujet des modalités d'embauche de travailleurs du groupe interne de collecte des déchets pour en faire un groupe permanent, comme le précisent ce rapport et le document 1;
6. délègue au directeur général de la Direction générale des travaux publics le pouvoir d'apporter les modifications afférentes au *Règlement sur la gestion des déchets solides (n° 2012-370)* afin de mettre en œuvre les changements à apporter dans la collecte des déchets en bordure de rue, selon les modalités exposées dans ce rapport.

EXECUTIVE SUMMARY

The purpose of this report is to provide an update on the planned procurement of the next curbside collection contract, set to begin on March 30, 2026 for a term of 7 years plus 2 optional 1 year extensions. This report also seeks Council approval of the proposed service level changes for the next contract, the use of private landfills to divert approximately one-third of collected garbage (up to 60,000 tonnes) and assign the In-House Collections Group to service the expanded Zone 3, while converting 85 contracted City resources to permanent FTEs to better support curbside waste and other collection operations. Each of these recommendations were developed to ensure consistent high service levels to residents while maximizing operational efficiencies and extending the life of the City's Trail Waste Facility Landfill.

Service Level Review

The current service levels were approved by Council in the 2011 Solid Waste Service Level Review report ([ACS2011-ICS-ESD-0002](#)). At a high-level, these include:

- Consistent curb side collection service levels across the city, both rural and urban;
- Weekly Green Bin collection, including leaf and yard waste;
- Bi-weekly collection of Blue and Black Box on alternating weeks;
- Bi-weekly garbage collection, including bulky items; and

- Bi-weekly collection of diapers and incontinence products, alternating with the garbage collection, for registered participants of the Special Consideration Waste program.

A review of service levels was initiated in late 2021 to inform the development of the 2026 curbside collection contract, ensuring alignment with current waste industry practices, relevant legislation and prioritizing efficient, uninterrupted waste collection service to residents. There are several factors to be considered prior to developing and procuring a long-term waste collection contract, including provincial and municipal policy directions and projects, shifts in operational approaches and standards within the waste industry.

Industry research and a municipal scan were completed to document, evaluate, and develop the service level recommendations being proposed to Council for the next collection contract. A thorough options analysis and risk assessment was completed for each of the proposed options to help formulate draft recommendations for detailed review and refinement by staff and key stakeholders.

In order to offer the most financially and operationally efficient services, the following recommendations are being made to inform residential curbside collection services starting in March 2026:

Changes proposed for the next collection contract (change impact for curbside residents):

- **Leaf and Yard Waste Collection:** Residents would be required to set out leaf and yard waste in a separate container from the Green Bin to reduce processing costs for this material by redirecting it to the Barnsdale processing facility at the Trail Waste Facility Landfill and support consistent service levels to residents during peak leaf and yard waste season.
- **Collection Schedule:** Schedule changes are anticipated with any new contract and will be focused on maximizing route efficiencies while minimizing collection day changes, wherever possible. Staff are proposing to shift from a five-day to four-day (Monday-Thursday) collection week, to realize operational efficiencies and increase employee retention. For residents, this would mean eliminating the need to place waste out for collection over the weekend following a Statutory holiday, by using Fridays instead.

Previous policy changes that will continue in the new 2026 contract:

- **Garbage and Bulky Item Collection:** Three item set-out limit to apply to garbage and/or bulky items as approved by Council through [Motion no. 2023-16-06](#) related to the Curbside Waste Diversion Policy Report ([ACS2023-PWD-SWS-0003](#)).
- **Special Consideration Waste Program:** Expanded to include the collection of non-hazardous medical waste as approved by Council through [Motion no. 2023-18-16](#) related to the Curbside Waste Diversion Policy Report ([ACS2023-PWD-SWS-0003](#)).
- **Blue and Black Box Collection:** No longer collected through City or curbside contract as a result of the transition to the Provincial Blue Box Program under Individual Producer Responsibility in January 2026, as approved by Council through the Update on the Provincial Blue Box Program Transition report ([ACS2023-PWD-SWS-0002](#)).

Operational efficiencies:

- **Collection Zones:** Five collection zones to be re-balanced and consolidated into three larger collection zones in an effort to increase operational efficiency, reduce the impact of increasing collection costs and ensure daily service levels are met over the term of the contract.

Continuation of previous service levels:

- Consistent curbside collection service levels across the city, both rural and urban
- Weekly Green Bin and leaf and yard waste collection;
- Bi-weekly garbage collection, including bulky items; and
- Bi-weekly collection program for diapers and incontinence products, alternating with the garbage collection, for registered participants of the Special Consideration Waste program.

Use of Private Landfills

The [Residual Waste Management Strategy](#), approved by Council in 2021, directed staff to explore the possibility of using private landfills as a means of prolonging the life of the Trail Waste Facility Landfill. To this end, staff are recommending the use of private landfills to divert up to 60,000 tonnes of curbside garbage from the Trail Waste Facility Landfill, annually, over the term of the 2026 Curbside Collection Contract. This is equivalent to approximately one-third of residential garbage collected annually within

the city. This is expected to extend the life of the Trail Waste Facility Landfill by up to two years with the potential for more if diversion efforts are increased. Further, by using private landfills in the west and east end, garbage can be processed closer to where it is collected, increasing collection efficiencies (mitigating collection cost increases), by reducing the number of kilometers travelled which in turn reduces fuel costs and provides for greenhouse gas emissions reductions (GHG) as opposed to hauling it to the Trail Waste Facility Landfill.

In-House Collections Group

Solid Waste Services is seeking Council approval to appoint the newly expanded Zone 3 to the In-House Collections Group, as was done in 2011 and further to convert 85 positions from contract to permanent FTEs to staff a permanent In-House Collections Group, which includes six positions for Fleet Services. A permanent In-House Collections Group would not be confined to the terms and conditions of a standard collection contract but rather would perform services based on identified City requirements including collecting in Zone 3 as well as other collection requirements. This would provide the City with maximum operational flexibility to address some of the additional waste collection needs going forward. Key benefits of this recommendation are highlighted below and further detailed in the report. These include:

- Higher staff retention, lower cost of hiring and on-boarding;
- Maintaining the knowledge to provide collections in a challenging zone (high density, narrow streets, high traffic and frequent road closures);
- The ability to collect waste outside of the curbside contract – such as recycling from City Facilities and other City initiatives like ‘Cleaning the Capital’;
- Providing increased flexibility and reduced cost for rapid deployment in emergency clean-up operations;
- Maintaining a competitive environment by having the ability to benchmark collections costs against the other two zones;
- The ability to pilot new technologies or methods in waste collection, which could be incorporated into the next curbside collection contract; and
- Providing additional redundancy in the event of a private contractor performance issue.

All other things being equal, staff anticipate that moving forward with an In-House Collections Group, given all the opportunities for cost reduction and efficiencies

mentioned herein, the cost-of-service delivery will be no more and, in all likelihood, less than what it is today for the expanded Zone 3.

The other two newly re-aligned zones would be procured through an industry standard Request for Proposal (RFP) process as per the City's [Procurement By-law \(No. 2000-50\)](#). Going forward, Zone 3 would remain under the care of the In-House Collections Group.

Financial Implications

There are three main financial components to the recommendations of this report. They are:

1. The procurement of the next collection contract starting in March 2026;
2. The use of private landfills for the disposal of up to 60,000 tonnes of garbage; and,
3. The appointment of the expanded Zone 3 to the In-House Collections Group and the conversion of 85 contracted FTEs to permanent City employees to establish a permanent In-House Collections Group.

Procurement of the 2026 Curbside Collections Contract

There are several factors that will affect the bid pricing for the next collections contract. Information from the Association of Municipalities Ontario (AMO) indicates several recent contracts have seen significant cost increases due to supply chain challenges, labour shortages and market instability due to the uncertainty on the transition to full producer responsibility. Price increases have ranged from 15 per cent to over 80 per cent in some instances. The next collection contract will not have blue and black box recycling included and staff expect this to have a significant impact on minimizing any collection cost increases from the other streams. The use of a standard Request for Proposal process leverages industry experience to fulfill the City's requirements and compels potential vendors to be both efficient and competitive with their pricing. Finance will review the Request for Proposal to ensure the City's financial interests are appropriately considered and evaluated. The financial impact of the new contract will be submitted to Council as part of the 2026 Budget process.

The Use of Private Landfills

Subject to Council approval of the use of private landfills, staff will work with both Waste Management and Green for Life (GFL) to negotiate contracts for the placement of waste in their respective facilities. This is expected to cost up to \$8 million dollars annually,

starting in March 2026 and be subject to Consumer Price Index. Staff expect by increasing efficiencies, this cost will be offset by minimizing collection costs in the bids received for the next collection contract. In addition, by diverting waste there is an asset value savings of approximately \$6 million annually by preserving air space at the Trail Waste Facility Landfill but will not impact budget requirements in 2026. The financial impact of this initiative will be submitted for Council's consideration as part of the 2026 Budget process.

In-House Collections Group

Staff anticipate that moving forward with an In-House Collections Group, given all the opportunities for cost reduction and efficiencies mentioned herein, the cost-of-service delivery will be no more and, in all likelihood, less than what it is today for the expanded Zone 3.

In parallel to the curbside collection procurement process, staff will be finalizing the collection costs associated for the In-House Collections Group activities for the expanded Zone 3, starting in 2026, so that the overall curbside collection rate can be determined consistent with current practices. Staff will continue to consult with the union to determine the Terms and the Conditions to hire the In-House Collections Group and Fleet staff as permanent staff. This conversion of currently contracted staff into permanent staff is expected to affect 85 full-time employees (FTEs) comprising of 79 in Solid Waste Services and 6 in Fleet Services. The financial impact of this initiative including the FTE component will be submitted for Council's consideration as part of the 2026 Budget process. In addition, staff will review the Fleet requirement to sell any vehicles no longer required and make the appropriate budget asks in 2024 and 2025 for any replacement or new vehicles as required.

Consultation

Upon approval of the recommendations of this report, staff would finalize the RFP for the 2026 curbside collection contract. A communications and outreach strategy would commence in 2025 in advance of any changes taking place as part of the new contract being implemented in March 2026. While efforts will be made to minimize changes to collection days, there will be targeted communications to residents who experience changes. Staff will work with Council members to develop messaging for their use in newsletters and other engagement channels.

RÉSUMÉ

L'objectif de ce rapport consiste à faire le point sur le projet de marché public planifié pour le prochain contrat de collecte des déchets en bordure de rue, qui devrait être

lancé le 30 mars 2026. Dans ce rapport, nous demandons également au Conseil municipal d'approuver les changements que l'on propose d'apporter aux niveaux de service du prochain contrat, l'utilisation des décharges privées pour réacheminer le tiers environ des déchets ramassés et l'attribution, au Groupe interne de collecte des déchets, de la Zone 3 élargie, en convertissant 85 personnes-ressources contractuelles de la Ville en ETP permanents afin de mieux appuyer les opérations de collecte des déchets en bordure de rue et les autres opérations de collecte. Chacune de ces recommandations a été mise au point pour assurer des niveaux de service élevés et cohérents à l'intention des résidents, en maximisant les économies opérationnelles et en prolongeant la durée utile de la décharge contrôlée du chemin Trail.

Examen des niveaux de service

Les niveaux de service actuels ont été approuvés par le Conseil municipal dans le rapport de l'Examen des niveaux de service pour le programme de collecte des déchets solides. Il s'agit dans l'ensemble :

- des niveaux de service cohérents dans la collecte des déchets en bordure de rue sur tout le territoire de la Ville, dans les zones rurales comme dans les zones urbaines;
- de la collecte hebdomadaire des bacs verts, dont les feuilles et les résidus de jardinage;
- de la collecte, toutes les deux semaines, des bacs bleus et noirs, selon le principe de l'alternance;
- de la collecte des ordures, dont les articles encombrants, toutes les deux semaines;
- de la collecte, toutes les deux semaines, des couches et des produits d'incontinence, en alternance avec la collecte des ordures, pour les participants inscrits au Programme spécial de collecte des déchets.

À la fin de 2021, la Ville a lancé l'examen des niveaux de service pour éclairer l'élaboration du Contrat de collecte des déchets en bordure de rue 2026, en veillant à ce qu'il cadre avec les pratiques actuelles de l'industrie de la gestion des déchets, avec les lois pertinentes et en priorisant des services de collecte des déchets efficaces et ininterrompus à l'intention des résidents. Il faut tenir compte de plusieurs facteurs avant d'élaborer un contrat de collecte des déchets à long terme et de lancer un projet de

marché public, dont les politiques-cadres et les projets provinciaux et municipaux, ainsi que les transformations dans les approches opérationnelles et dans les normes de l'industrie de la gestion des déchets.

Nous avons mené des travaux de recherche sur l'industrie et un tour d'horizon des municipalités pour consigner, évaluer et mettre au point les recommandations sur les niveaux de service proposés au Conseil municipal en prévision du prochain contrat de collecte des déchets. Nous avons procédé à une analyse rigoureuse des options et à une évaluation des risques pour chacune des options proposées afin de permettre de formuler des recommandations provisoires pour un examen détaillé et pour les mises au point à apporter par le personnel et les principaux intervenants.

Afin d'offrir les services les plus efficaces des points de vue financier et opérationnel, nous déposons les recommandations suivantes pour éclairer les services de collecte des déchets résidentiels en bordure de rue à partir de mars 2026 :

Changements que nous proposons d'apporter au prochain contrat de collecte (et impact de ces changements pour les résidents qui déposent leurs déchets sur le bord de la rue) :

- **Collecte des feuilles et des résidus de jardinage** : Transition proposée pour obliger les résidents à déposer les feuilles et les résidus de jardinage séparément du bac vert pour assurer des niveaux de service cohérents à leur intention pendant la période de pointe dans la collecte des feuilles et des résidus de jardinage et pour réduire les coûts de traitement de ces matières.
- **Calendrier de collecte** : Nous prévoyons, dans le nouveau contrat, quel qu'il soit, des changements de calendrier, qui consisteront surtout à maximiser l'efficacité des circuits en minorant, dans toute la mesure du possible, les changements à apporter les jours de collecte. Le personnel de la Ville propose d'adopter la semaine de collecte de quatre jours (du lundi au jeudi), plutôt que de cinq jours, afin de réaliser des économies opérationnelles et d'améliorer la fidélisation des employés. Pour les résidents, ce changement de calendrier permettrait d'éliminer la nécessité de sortir les déchets pendant la fin de semaine suivant un jour férié, en prévoyant plutôt le vendredi les opérations de collecte.

Les changements déjà apportés à la politique seront transposés dans le nouveau contrat de 2026 :

- **Collecte des déchets et des articles encombrants** : Limite de dépose de trois articles pour les déchets et les articles encombrants selon les modalités

approuvées par le Conseil municipal dans le rapport sur la Politique de réacheminement des déchets déposés en bordure de rue.

- **Programme spécial de collecte des déchets** : Programme étendu à la collecte des déchets médicaux non dangereux selon les modalités approuvées par le Conseil municipal dans la [Motion no. 2023-16-06](#) relativement au rapport sur la Politique de réacheminement des déchets déposés en bordure en ([ACS2023-PWD-SWS-0003](#)).
- **Collecte des bacs bleus et des bacs noirs** : Ces bacs ne seront plus ramassés par la Ville ni non plus dans le cadre du contrat de collecte des déchets en bordure de rue en raison de la transition, en janvier 2026, avec le Programme provincial des bacs bleus selon le principe de la responsabilité individuelle des producteurs, conformément aux modalités approuvées par le Conseil municipal dans le rapport sur la mise à jour relative à la Transition du Programme des boîtes bleues du gouvernement provincial ([ACS2023-PWD-SWS-0002](#)).

Efficienc e opérationnelle :

- **Zones de collecte** : Les cinq zones de collecte seront rééquilibrées et consolidées pour constituer trois grandes zones de collecte afin d'accroître l'efficacité opérationnelle, de réduire l'impact de l'augmentation des frais de collecte et de veiller à ce que les niveaux de service journaliers soient respectés pendant la durée du contrat.

Continuité des niveaux de service antérieurs :

- Cohésion des niveaux de service de collecte des déchets en bordure de rue sur tout le territoire de la Ville, dans les zones rurales comme dans les zones urbaines
- Collecte hebdomadaire des bacs verts, dont les feuilles et les résidus de jardinage
- Collecte des ordures toutes les deux semaines, dont les articles encombrants
- Programme de collecte, toutes les deux semaines, des couches et des produits d'incontinence, en alternance avec la collecte des ordures, pour les participants inscrits au Programme spécial de collecte des déchets.

Utilisation des décharges privées

Dans la [Stratégie de gestion des déchets résiduels](#), on demandait au personnel de se pencher sur la possibilité de faire appel à des décharges privées afin de prolonger la durée utile de la décharge contrôlée du chemin Trail. C'est pourquoi le personnel recommande de faire appel à des décharges privées afin de réacheminer chaque année environ 60 000 tonnes de déchets déposés en bordure de rue au lieu de les enfouir dans la décharge contrôlée du chemin Trail, pendant la durée du contrat de collecte des déchets de 2026. Ce chiffre équivaut au tiers environ des déchets résidentiels ramassés sur le territoire de la Ville. Cette mesure devrait permettre de prolonger d'une durée pouvant atteindre deux ans la durée utile de la décharge contrôlée du chemin Trail; il est possible que cette durée soit prolongée davantage si on augmente les efforts de réacheminement. De plus, en faisant appel aux décharges privées dans le secteur ouest et dans le secteur est, on pourra traiter les déchets non loin des points où ils sont ramassés, ce qui permettra d'augmenter l'efficacité des opérations de collecte (en minorant les hausses des frais de collecte), en réduisant le nombre de kilomètres parcourus, ce qui permettra de diminuer les frais de carburant et de réduire les émissions de gaz à effet de serre (GES), au lieu de transporter les déchets pour les livrer dans la décharge contrôlée du chemin Trail.

Le Groupe interne de collecte des déchets

L'actuel contrat de collecte des déchets en bordure de rue a été attribué directement (pour la zone 3) et dans le cadre d'un appel à la concurrence dirigée (pour toutes les autres zones). Le processus d'appel à la concurrence dirigée a été institué en 1998 par l'ancien Conseil régional pour les services de collecte des déchets afin d'assurer à la fois la responsabilisation et la transparence qui permettraient à une équipe interne de participer aux appels d'offres et de soumettre des propositions pour les services de collecte des déchets résidentiels de la région. La Ville d'Ottawa a adopté ce processus en 2005 et l'a appliqué à l'actuel contrat de collecte, attribué initialement en 2012 et prorogé maintes fois, avec l'approbation du Conseil municipal, jusqu'au 29 mars 2026. Ce processus et la participation du Groupe interne de collecte des déchets de la Ville doivent être approuvés par le Conseil municipal ou dans le cadre de pouvoirs délégués pour les prorogations du contrat de collecte des déchets en bordure de rue, dont toutes les modifications qui pourraient généralement être déléguées au personnel dans le cadre du [Règlement sur les approvisionnements \(n° 2000-50\)](#).

Les Services des déchets solides demandent au Conseil municipal d'approuver l'attribution de la zone 3 nouvellement élargie au Groupe interne de collecte des

déchets, comme on l'a fait en 2011, de même que pour convertir les 85 ETP du contrat en ETP permanents pour constituer un groupe interne permanent de collecte des déchets, constituer un groupe interne de collecte des déchets permanent, à doter de six postes pour les Services du parc automobile. Ce groupe permanent, qui ne serait pas confiné aux clauses et aux conditions d'un contrat de collecte type, assurerait plutôt les services d'après les besoins définis de la Ville, dont la collecte des déchets de la zone 3 et tous les autres besoins en collecte. La Ville se doterait ainsi d'une marge de manœuvre opérationnelle maximum pour répondre à certains besoins supplémentaires dans la collecte des déchets à terme. Nous mettons ci-après en lumière les grands avantages de cette recommandation, que nous précisons dans le rapport. Il s'agit entre autres :

- de l'amélioration de la fidélisation des employés et de la baisse des coûts de recrutement et d'intégration;
- du maintien des connaissances pour assurer les opérations de collecte dans une zone difficile (forte densité, rues étroites, achalandage considérable et fermetures fréquentes de rues);
- de la capacité de ramasser les déchets hors du cadre du contrat de collecte de ramassage des déchets en bordure de rue, par exemple le recyclage à partir des établissements de la Ville et d'autres initiatives municipales comme le « Grand ménage de la capitale »;
- de l'augmentation de la marge de manœuvre et de la réduction du coût du déploiement rapide dans les opérations de nettoyage d'urgence;
- maintenir un environnement concurrentiel en offrant la possibilité de faire l'analyse comparative des coûts de la collecte par rapport aux deux autres zones;
- de la capacité de mettre à l'essai les technologies et les méthodes nouvelles dans la collecte des déchets, que l'on pourrait intégrer dans le prochain contrat de collecte des déchets en bordure de rue;
- de la redondance complémentaire à prévoir dans l'éventualité d'un problème de rendement d'un entrepreneur du secteur privé.

Toutes choses égales par ailleurs, le personnel prévoit qu'avec la création d'un groupe interne de collecte des déchets, compte tenu des possibilités de réduction des coûts et des gains d'efficacité mentionnés aux présentes, les coûts liés à la prestation du service ne dépasseront pas les coûts actuels dans la zone 3 élargie

On pourrait attribuer les deux autres zones nouvellement recentrées dans le cadre d'une demande de propositions type pour l'industrie conformément au *Règlement sur les approvisionnements* (n° 2000-50) de la Ville. La zone 3 continuerait ainsi de relever de la compétence du Groupe interne de collecte des déchets.

Les répercussions financières

L'attribution du contrat de collecte en bordure de rue de 2026

Différents facteurs se répercuteront sur les prix proposés dans le cadre du prochain contrat de collecte. D'après l'information fournie par l'Association des municipalités de l'Ontario (AMO), plusieurs contrats récents ont accusé d'importantes hausses de coûts en raison des difficultés de la chaîne logistique, des pénuries de main-d'œuvre et de l'instabilité des marchés à cause de l'incertitude qui pèse sur la transition avec le principe de la responsabilité individuelle des producteurs. Dans certains cas, ces hausses de prix ont varié entre 15 % et plus de 80 %. Le prochain contrat de collecte ne comprendra pas les matières recyclables dans les bacs bleus et les bacs noirs, et le personnel de la Ville s'attend à ce que cette exclusion ait une incidence considérable en minorant toutes les hausses des coûts de collecte dans les autres courants de gestion des déchets. En lançant un processus normal de demande de propositions, on devrait pouvoir miser sur l'expérience de l'industrie afin de répondre aux exigences de la Ville et d'obliger les fournisseurs potentiels à déposer des offres de prix efficaces et concurrentielles. Les Services des finances reverront la Demande de propositions afin de s'assurer que les intérêts de la Ville sont pris en compte et évalués comme il se doit. Le personnel adressera des comptes rendus au Conseil municipal avant la fin du processus de passation de ce marché public. Il soumettra au Conseil municipal pour étude, dans le cadre du processus de budgétisation de 2026, l'impact financier du nouveau contrat.

Le recours aux décharges privées

À la condition que le Conseil municipal approuve le recours aux décharges privées, le personnel travaillera de concert avec Waste Management et GFL (Green For Life) afin de négocier des contrats pour déposer les déchets dans leurs installations. Nous nous attendons à ce que ces contrats coûtent à concurrence de huit millions de dollars par an, à partir de mars 2026, et à ce qu'ils soient indexés selon l'IPC. Le personnel s'attend à ce que grâce aux gains d'efficacité, ces coûts soient compensés en minorant les frais de collecte dans les propositions qui seront déposées pour le prochain contrat de collecte des déchets. De plus, en réacheminant les déchets, on réalisera, sur la valeur des actifs, des économies de l'ordre de six millions de dollars par an en

préservant l'espace aérien dans l'Installation de gestion des déchets du chemin Trail. Nous soumettrons au Conseil municipal pour étude, dans le cadre du processus de budgétisation de 2026, l'impact financier de cette initiative.

Le Groupe interne de collecte des déchets

Le personnel s'attend à ce que désormais, grâce au Groupe interne de collecte des déchets, compte tenu de toutes les possibilités de réduire les coûts et de réaliser les gains d'efficacité évoqués dans ce document, le coût des services ne soit ni plus et, selon toute vraisemblance, ni moins que ce qu'il est aujourd'hui pour la zone 3 élargie.

Parallèlement au processus d'attribution du contrat de collecte en bordure de rue, le personnel finalisera le calcul des coûts de collecte correspondant aux activités du Groupe interne de collecte des déchets pour la zone 3 élargie à partir de 2026, ce qui permettra de calculer l'ensemble des taux de collecte en bordure de rue conformément aux pratiques actuelles. Le personnel continuera de consulter le syndicat pour déterminer les conditions générales du recrutement du personnel permanent du Groupe interne de collecte des déchets et des Services du parc automobile. Cette conversion à la permanence des employés contractuels à l'heure actuelle devrait toucher 85 employés à temps plein (ETP), dont 79 dans les Services des déchets solides et six dans les Services du parc automobile. Nous soumettrons au Conseil municipal, pour étude dans le cadre du processus de budgétisation de 2026, l'impact financier de cette initiative, dont la constituante en ETP. En outre, le personnel passera en revue les besoins des Services du parc automobile afin de vendre les véhicules dont ces services n'auront plus besoin et de déposer les demandes budgétaires voulues en 2024 et en 2025 afin de remplacer les véhicules ou d'acheter des véhicules neufs, au besoin.

Consultation

Dès l'approbation des recommandations reproduites dans ce rapport, le personnel finalisera la demande de propositions (DDP) pour le contrat de collecte des déchets en bordure de rue de 2026. Nous lancerons en 2025 une stratégie de communication et de sensibilisation en prévision des changements apportés dans le cadre du nouveau contrat à mettre en œuvre en mars 2026. Pendant que nous consacrerons des efforts à minorer les changements dans les jours de collecte, nous adresserons des communiqués ciblés aux résidents qui sont visés par ces changements. Le personnel travaillera en collaboration avec les membres du Conseil municipal pour mettre au point les messages à utiliser dans leurs infolettres et dans d'autres outils de consultation.

BACKGROUND

The City of Ottawa is currently responsible for the collection of blue and black box recyclables, green bin organics, leaf and yard waste, garbage, and bulky items from approximately 306,000 single family homes. In addition, although the City has no statutory role to play in waste collection and diversion from the Industrial, Commercial and Institutional (ICI) sector, some of these services are also provided to approximately 260 City-owned facilities, 300 small businesses through the City's Yellow Bag program, and approximately 300 schools with green bin collection through the City's Green Bins in Schools Pilot program. Curbside collection services for the City are delivered in accordance with the service levels established by Council which, in turn, are informed by Solid Waste Services led research, industry best practices and overarching provincial legislation.

Curbside Collection Contract History

Curbside collection is one of the City's waste management services that is contracted out to external service providers. The current Solid Waste Services curbside collection contract is valued at approximately \$53.4 million per year for the term between June 5, 2023 and March 29, 2026.

Managed Competition Process

The current curbside collection contract was awarded through both direct appointment (Zone 3) and a Managed Competition process (all other zones). The Managed Competition process was established in 1998 by the former Regional Council for waste collection services to provide both accountability and transparency that could allow an in-house team to participate and submit bids for residential waste collection services for the Region. In 2005, this process was adopted by the City of Ottawa and carried through to the current collection contract, initially awarded in 2012 and extended numerous times through Council approval up to March 29, 2026. This process and the involvement of the City's In-House Collections Group requires Council approval or delegation of authority for curbside collection contract extensions, including any amendments that might typically be delegated to staff by way of the [Procurement By-law \(No. 2000-50\)](#).

A managed competition requires a team of City staff to put together a bid for the curbside collection contract on behalf of the City, while a separate team of City staff is responsible for evaluating and awarding the curbside collection contract for each collection zone. The bid-submission team and bid-evaluation team cannot have contact with each other during this process. The Managed Competition process involves additional resources, staff time and results in a more complex and higher risk procurement process compared to a standard Request for Tender or Proposal in line

with the City's Procurement By-law (No. 2000-50). It is worth noting that in consulting with peer municipalities, none use a Managed Competition Process for solid waste collections.

Current Curbside Collection Contract

In August 2011, through the Solid Waste Services – Collection Contracts: In-House Bid Authority Managed Competition ([ACS2011-ICS-ESD-0045](#)) report, Council approved the process for the procurement of the next curbside waste collection contract. Council approved the appointment of Zone 3 to the City's In-House Collections Group for the duration of the contract, as contracted employees. This recommendation was based on criteria that included significant operational and financial efficiencies and consistently demonstrated high service delivery levels in the downtown core – the City's most operationally challenging zone for waste collection. Through the same report, Council also approved the formation of a City bid team to bid on the other four zones through a managed competition along with the private sector.

Following this approval, the City issued a Request for Tender (RFT) for the remaining four zones. Bids for these zones were submitted by both the private sector and the City's In-House Collections Group, reviewed by staff and awarded as outlined in the Solid Waste Curbside Collection and Services (Tender RFT 01811-91027-T01) report ([ACS2011-ICS-ESD-0040](#)).

Although initially set to expire on May 31, 2020, Council approved the negotiation of four separate short-term extensions to the current collection contract, now set to expire on March 29, 2026. The basis for the recommendation to extend the current contract rather than procuring a new long-term contract was to ensure curbside collection services to residents would continue without disruption, while continuing to communicate and mitigate several operational and financial risks as outlined in the Solid Waste Services Curbside Collection Contract Procurement Strategy Report ([ACS2021-PWESWS-0002](#)) approved by Council July 7, 2021 and most recently through the Update on the Provincial Blue Box Program Transition report ([ACS2023-PWD-SWS-0002](#)), approved by Council on June 14, 2023.

An overview of the current collection contract (its initial term and the four Council approved extensions), along with the rationale for each of the extensions is outlined below in Table 1.

Table 1: Overview of Current Curbside Collection Contract (Initial Term & Extensions)

Contract Term/Extension	Council Approved Recommendation	Associated Council Approved Report
Initial Term - October 29, 2012 – May 31, 2020	<ul style="list-style-type: none"> • Zone 3 (the downtown core) was awarded to the City's In-House Collections Group without competition based on identified operational and financial efficiencies and consistently demonstrated high service delivery levels in the City's most operationally challenging zone; • Zone 5 awarded to In-House Collections Group, and Zone 1,2,4 awarded to Private sector through Managed Competition 	<p>August 2011 - Solid Waste Services Collection Contracts: In-House Bid Authority Managed Competition</p> <p>November 2011 - Solid Waste Services Curbside Collection and Services (Tender RFT 01811-91027-T01)</p>
Extension - June 1, 2020 – June 4, 2023	<ul style="list-style-type: none"> • Three-year extension of the current contract with each of the existing vendors to mitigate risks related to the transition of the Provincial Blue Box program under Individual Producer Responsibility (IPR) 	<p>2019 - Solid Waste Residential Collection Contract Renewal</p>
Extension - June 5, 2023 – June 8, 2025	<ul style="list-style-type: none"> • Two-year extension of the current contract with each of the existing vendors to mitigate risks related to the transition of the 	<p>2021 - Solid Waste Services Curbside Collection Contract Procurement Strategy</p>

	Provincial Blue Box program under IPR	
Extension - June 9, 2025 – December 31, 2025	<ul style="list-style-type: none"> • Seven-month extension of the existing contract to align to the IPR Blue Box transition period, and minimize service impacts to residents 	2022 - Update on the Transition to Provincial Blue Box Individual Producer Responsibility
Extension - January 1, 2026 – March 29, 2026	<ul style="list-style-type: none"> • Three-month extension of the existing contract to minimize operational impacts associated with producers' launch of the Provincial Blue Box Program common collection system starting on January 01, 2026, during peak collection period 	2023 - Update on the Provincial Blue Box Program Transition

As mentioned above, the current curbside collection contract is serviced by a combination of contracted municipal staff known as the In-House Collections Group and a private waste collector – Miller Waste Systems. The In-House Collections Group is hired as temporary contract City staff for the duration of the curbside collection contract and union agreements are on a term-of-contract basis. The City's In-House Collections Group consists of 103 positions servicing approximately 118,000 households throughout Zone 3 (downtown core) and Zone 5 (east-end), weekly.

Given the upcoming contract end date, the extensive lead time required for vendors to procure new collection equipment prior to implementing any new collection contract (up to 24-months), and other factors as outlined below, staff engaged in planning discussions in 2021 with internal and external stakeholders to inform the development of the procurement strategy for the next collection contract to begin on March 30, 2026.

Considerations for Future Curbside Collection Service

A review of service levels as part of the current contract was undertaken to ensure that the new collection contract would be informed by current industry best practices,

minimizing as much change as possible to residents and prioritizing operationally efficient services. There are several factors to be considered prior to developing and procuring a long-term waste collection contract. These factors include provincial and municipal policy directions, shifts in operational approaches and standards within the waste management industry. A brief overview of some of these factors are summarized below.

Policy Contributors

All levels of government play a role in waste management. Recommendations included in this report align with relevant waste legislation and policies established by other levels of governments as well as the goals, objectives, and targets set forth in Council-approved solid waste strategies and master plans, which the City is currently working to develop. Detailed below are key policy directions that have played a role in influencing and advancing staff's work to develop the new curbside collection contract.

Food and Organic Waste Policy Statement

The Province of Ontario enacted the [Resource Recovery and Circular Economy Act, 2016](#) (RRCEA) under the [Waste Free Ontario Act](#). The RRCEA introduces the idea of a circular economy, which aims to eliminate waste, not just from recycling processes, but also throughout the lifecycles of products and packaging. A circular economy aims to maximize value and eliminate waste by improving the design of materials, products and business models.

On April 30, 2018, the [Food and Organic Waste Policy Statement](#) was issued under section 11 of the RRCEA and set out a policy direction for the Province for food and organic waste. It established aggressive targets for food waste reduction and resource recovery in several sectors across the Province. In addition, the Province announced on November 27, 2020 their priority to phase out food and organics waste from landfills by 2030, however no further public details have been made available by the Province.

Provincial Transition to Individual Producer Responsibility

The Province has shifted recycling programs to Individual Producer Responsibility (IPR) to make producers of products and packaging environmentally accountable and financially responsible for recovering resources and reducing waste associated with their products and packaging after consumers have finished using them.

Under the Provincial Blue Box IPR model, producers are required to collect blue box recyclable materials (which includes materials from Ottawa's blue and black bins) from eligible sources, which includes all residences (curbside and multi-residential), depots,

schools and not-for-profit long-term care homes and retirement homes, and some public spaces. Further, producers are required to make best efforts to maintain existing recycling programs as currently established in Ottawa during the Blue Box Program's transition, which for Ottawa began on July 1, 2023 and will end on December 31, 2025. As of January 1, 2026, a standardized common collection system will be implemented across the province where producers will have to meet the management targets set by the regulation.

Through the June 14, 2023, Update on the Provincial Blue Box Program Transition report ([ACS2023-PWD-SWS-0002](#)), Council approved a strategy to ensure a smooth transition of the City's current Blue and Black Bin Recycling Program (that transitioned to IPR on July 1, 2023). As part of this project, additional operational concerns were identified in relation to the start of a new collection contract in Q1 to coincide with the producers' launch of the IPR Blue Box Program common collection system on January 1, 2026, during peak collection period. At the same meeting, Council approved the issuance of a three-month extension to the current contract for garbage collection (including bulky items), leaf and yard waste, and organics only, to facilitate a smooth transition to the common collection system where the City will no longer be collecting blue and black box material from eligible sources.

City of Ottawa Projects, Plans and Policies Influencing Contract Review

Solid Waste Master Plan

The City is in the midst of developing a new Solid Waste Master Plan (Waste Plan), with the draft Waste Plan report scheduled for Council consideration later this year. This plan, which sets the overall framework, direction, goals and targets for solid waste management, diversion, and reduction over the long-term, acts as a guide for various component projects currently underway. The new curbside collection contract is being developed to align with the Council-approved vision statement, guiding principles and goals and the objectives and targets being set out under the [Solid Waste Master Plan](#).

Residual Waste Management Strategy

The goal of the Residual Waste Management Strategy ([ACS2021-PWE-SWS-0005](#)) is to continue to explore opportunities to optimize the remaining airspace available at the Trail Waste Facility Landfill and reduce the amount of waste going to the landfill in the short to medium-term. Options explored through this project include limiting types of waste being sent to landfill, increasing awareness through education and promotion, reviewing tipping fees, redirecting waste using private landfills, and exploring screening

tools for qualifying innovative pilots to manage waste. Longer term strategies will continue to be implemented as part of the Waste Plan.

Curbside Waste Diversion Policy

On June 14, 2023, City Council approved [Motion no. 2023-16-06](#) to amend the staff recommendation brought forward as part of the Curbside Waste Diversion Policy Report ([ACS2023-PWD-SWS-0003](#)). As directed by Council, the current garbage limit (six items bi-weekly) will be updated to reflect a firm limit of three garbage items set-out every two weeks. This item limit will apply to both garbage and/or bulky items, as detailed in the [Solid Waste Management \(By-law No. 2012-370\)](#), which will be amended when the policy comes into effect. This motion also directed staff to explore expanding the Yellow Bag Program to residential households, provide options for exemptions for agricultural properties, and to expand the current [Special Considerations Program](#) to include non-hazardous medical waste. Implementation of the new curbside policy will take place in Q2 2024 and will be included as a new service level in the 2026 curbside collection contract.

Climate Change Master Plan

On January 29, 2020, Council approved ambitious targets to reduce the City's corporate greenhouse gas emissions by 100 per cent by 2040 through the Climate Change Master Plan and the Energy Evolution Model ([ACS2019-PIE-EDP-0053](#)). The Climate Change Master Plan is the framework for how Ottawa will mitigate and adapt to climate change over the next 30 years. Energy Evolution includes 20 projects to help reduce emissions, one of which is to significantly increase the diversion of organic waste from the Trail Waste Facility Landfill, where it generates methane (a greenhouse gas [GHG] that is 25 times more potent than carbon dioxide) as it decomposes.

Current Service Levels

City-wide curbside residential waste collection operations are currently divided into five zones, three of which are serviced by Miller Waste, while the remaining two are serviced by the City's contracted In-House Collections Group. Each contractor collects waste from between 54,000 and 65,000 locations per zone. Current service levels were approved by Council as outlined in the 2011 Solid Waste Service Level Review report ([ACS2011-ICS-ESD-0002](#)). At a high-level, these services include:

- Consistent curb side collection service levels across the city, both rural and urban;
- Weekly Green Bin collection, including leaf and yard waste;
- Bi-weekly collection of Blue and Black Box on alternating weeks;

- Bi-weekly garbage collection, including bulky items; and
- Bi-weekly collection of diapers and incontinence products, alternating with the garbage collection, for registered participants of the Special Consideration waste program.

A review of service levels was initiated in late 2021 to inform the development of the 2026 curbside collection contract, ensuring alignment with current waste industry practices and legislation while prioritizing efficient, uninterrupted waste collection service to residents.

Private Landfills

All landfills in Ontario, including those run by a municipality or private organizations, are regulated by the Province under the [Ontario Environmental Assessment Act and the Environmental Protection Act](#). The legislative framework prescribes comprehensive standards for design, operation, closure and post-closure care. The standards cover issues such as groundwater and surface water protection, landfill gas and leachate control, noise mitigation, and a minimum buffer area. Waste management projects, including opening and expanding a landfill, must meet extensive environmental assessment requirements to ensure the protection, conservation and wise management of the environment. Both private and municipal run landfill sites are governed by the same regulations and environmental standards. The environmental approval process consists of multiple steps that include consultation, numerous studies, and development of mitigation measures. It can take up to ten years for the Ministry to approve a new or expanded landfill.

There are currently two privately owned and operated landfills within the City of Ottawa boundaries (one in Carp and one in Navan) and one privately owned and operated landfill located just outside the city, in Moose Creek. The Navan landfill is only licensed to receive construction and demolition waste and therefore is not permitted to take residential waste. There is an additional approved landfill, located in the city's east-end, owned and operated by Taggart Miller Environmental Services that is not yet in service and is currently in the site planning process with the City at the time of writing this report.

West Carleton Environmental Centre (Carp Landfill)

The Carp Landfill located at 2301 Carp Road is owned by Waste Management. The original Carp Landfill reached capacity in 2008 and subsequently has been capped, meaning it is unable to accept any additional waste. Presently, Waste Management operates the West Carleton Environmental Centre (WCEC) at the same address. WCEC is an integrated multi-purpose waste management facility that serves the City of

Ottawa and the surrounding communities. WCEC was designed to focus on waste diversion, diverting as much material as possible away from landfill for reuse and recycling purposes. The original plans for this land included additional space to be set aside for community recreational purposes and wildlife habitat as well as a state-of-the-art, environmentally engineered landfill for the disposal of residual waste while generating clean renewable energy. The WCEC currently operates a residential recycling center, where residents can drop off recyclable materials for free such as paper and cardboard, metal and plastics as well as tires and electronics. This facility also currently accepts residential and commercial waste including construction and demolition, roofing shingles, aggregate, asphalt, concrete and clean fill.

In September 2021, Council approved the draft Host Agreement through the West Carleton Environment Centre Municipal Host Agreement report ([ACS2021-ICS-LEG-0003](#)). The execution of the Municipal Host Agreement was a condition of the site plan approval for this facility, approved by Council in 2015 and permitted Waste Management to move forward with development of this property in accordance with its Environmental Assessment. The Municipal Host Agreement did not impose any financial obligations on the City, but rather authorizes the payment of a Host Fee to the City by the proponent to ensure the community is fairly compensated for the burden of hosting an expanded landfill. The function of a host agreement is to balance both the impact and the perception of impact which can arise as a result of the operation of a landfill in a municipality.

WCEC received the Ministry's approval for the expanded footprint, being 6.5 million cubic metres of capacity with a maximum rate of fill of 400,000 tonnes per year and is expected to become an active landfill facility in 2024.

The Eastern Ontario Waste Handling Facility (Moose Creek Landfill)

The Eastern Ontario Waste Handling Facility or Moose Creek Landfill is located at 17125 Lafleche Road in Moose Creek, Ontario, very close to Highway 417 and Highway 138. It is owned and operated by Green For Life (GFL) Environmental Inc. Even though the Moose Creek facility is located outside the City of Ottawa limits, it is well within what is considered a reasonable hauling distance (45 minutes from the city's center).

GFL also operates the Ottawa East transfer station located on Corduroy Road in Vars. Transfer stations are facilities at which municipal solid waste is dropped off by relatively small vehicles, loaded into larger containers or onto larger vehicles, and hauled to an off-site management facility for further processing or final disposal. Waste from this transfer station is hauled 34 kilometers by transfer trailer, at a ratio of 4:1, to the Moose Creek Landfill.

Diverting some residential waste aligns with the Council-approved goals of the Solid Waste Master Plan to “Extend the life of the Trail Waste Facility Landfill” and “Reduce Greenhouse Gas (GHG) emissions”.

Recommendations outlined in this report were developed and prioritized to ensure consistent high service levels to residents while maximizing operational efficiencies, minimize anticipated increasing collection costs and extending the life of the City’s Trail Waste Facility Landfill.

DISCUSSION

There are three distinct purposes to this report:

1. This report seeks Council approval of the proposed solid waste curbside collection service level changes outlined in this report and provides an update to Council on the procurement of the 2026 curbside collection contract.
2. This report seeks Council approval to divert up to 60,000 tonnes of curbside residential waste to two private landfills to mitigate operational risks and support waste diversion efforts to preserve the Trail Waste Facility Landfill as detailed in the report and Supporting Document 2: Use of Private Landfills – Explanatory Note for Distance, GHG and Asset Value Calculations.
3. This report also seeks Council approval to establish a permanent In-House Collections Group to service the downtown core as detailed in the report and Supporting Document 1: City of Ottawa Curbside Waste Collection In-House Service Options Analysis.

The current curbside collection contract will expire on March 29, 2026. Throughout the course of the current contract, work has been ongoing to find efficiencies as the City prepared to procure its new collection contract, drive service innovation, prioritize opportunities to increase operational efficiency, and mitigate risk to the City and its residents receiving curbside waste collection services.

Recommendation 1 - Proposed Service Level Changes and Procurement of the 2026 Curbside Collection Contract

Industry research and a municipal scan was completed to document, evaluate, and develop the service level recommendations being proposed to Council for the next collection contract. A thorough options analysis and risk assessment was also completed for each of the proposed options to help formulate draft recommendations for detailed review and refinement by staff and key stakeholders.

Based on this review, the new collection contract will continue to maintain several of the previously established service levels, as approved by Council in 2011. These include:

- Consistent curbside collection service levels across the city, in rural, urban, and suburban areas;
- Weekly Green Bin collection;
- Bi-weekly garbage collection, including bulky items; and
- Bi-weekly collection of diapers and incontinence products, alternating with the garbage collection, for registered participants of the Special Consideration waste program.

To offer the most financially and operationally efficient services, staff undertook a review of the current service levels, and in collaboration with industry experts and other municipalities, the following recommendations are being made to modify residential curbside collection services to inform the new contract starting in March 2026:

Leaf and Yard Waste Collection Program

Since the implementation of the current curbside collection contract in 2012, leaf and yard waste has been co-mingled and collected with source separated organics (SSO) material, through the City's Green Bin program year-round. This approach was established to support the City in meeting contractual obligations related to its SSO processing contract with Convertus, while also supporting increased participation in the City's newly implemented Green Bin Program. To support increased collection efficiency and cost-savings for the City during the peak collection season (between April and November), residents have been accustomed to setting out leaf and yard waste material in brown paper bags (or approved containers as per the [Solid Waste Management \(By-law No. 2012-370\)](#)). This approach provides operational flexibility for the City to direct contractors to collect leaf and yard waste (and Christmas trees), as required, using a separate collection vehicle for 12 weeks per year. This separate collection approach helps to ensure daily service levels are consistently met during the peak collection period and supports the ability to divert leaf and yard waste material away from Convertus to the Trail Waste Facility Landfill for processing by the City. Christmas trees are also collected separately, once per year over a two-week period following the Christmas holiday season to be processed by the City.

As part of the service level review, to evaluate options related to the leaf and yard waste collection program, an analysis of the operational costs to process leaf and yard material was undertaken – both through Convertus as part of the SSO contract and

through the City at the Trail Waste Facility Landfill. Processing costs for each location were documented, analyzed and compared to identify potential cost savings for the City. Staff found potential processing cost savings of up to 64 per cent per tonne for any leaf and yard material that could be diverted away from the Convertus facility and processed by the City.

Based on this identified potential for cost savings, staff recommend increasing the current 12 weeks up to 25 weeks where contractors are directed to collect leaf and yard waste separate from organic waste (green bin). This increase in separate collection of leaf and yard waste will help to ensure daily service levels are sufficiently met during peak leaf and yard collection, while saving the City on processing costs and providing flexibility to meet contractual obligations under the existing organics processing contract with Convertus. Christmas trees would also continue to be collected once per year as part of this seasonal service, when placed at the curb for collection during the two-week period following Christmas holidays. Contractors would be directed as required to either collect these alongside SSO or using a separate vehicle as required.

In addition, residents would be required to set-out leaf and yard waste separately at the curb (i.e. outside of the Green-Bin), in either brown paper bags or acceptable containers as outlined in the [Solid Waste Management \(By-law 2012-370\)](#). Collection of leaf and yard waste would be offered between April 1 and November 30 to align with the seasonal growing period and collection contractors would be directed to collect leaf and yard waste using separate vehicles for up to 25 weeks per year. Based on operational requirements to be determined by Solid Waste Services, the City will have the flexibility to direct contractors to either collect leaf and yard waste co-mingled with organics or with a separate vehicle to ensure consistent weekly service to residents while also prioritizing minimizing collection cost increases for the City. This approach also aligns to future objectives being established through the Solid Waste Master Plan focused on increasing diversion and cost savings by processing leaf and yard waste at the City's Trail Waste Facility Landfill and supports options being evaluated as part of the Solid Waste Master Plan, around the City's future organics processing strategy.

Pending Council approval, this change in approach would be communicated with residents through an outreach and education strategy to be developed as part of the new contract implementation plan leading up to the March 30, 2026 contract start date. While the details of this plan will be developed in 2025 as part of the implementation planning process, the focus would be on educating, encouraging and supporting residents on the separate collection of leaf and yard waste outside of the green bin. The

timing of the planned outreach and communication strategy is detailed in the next steps section of this report.

Operational Optimizations and Procurement Strategy

Opportunities have been identified over the course of the current contract and through the service level review to increase operational efficiency and thereby reduce operational and financial risk to the City while prioritizing service to residents for the next curbside collection contract. These efficiencies have been informed by industry best practice, a municipal scan of curbside collection service standards in comparable Ontario municipalities, as well as engagement with collection contractors. The goal of all proposed efficiencies is to ensure Ottawa's next collection contract is built to deliver efficient and reliable service for residents, while aligning with the goals and future targets of the Solid Waste Master Plan.

Collection Schedule – Shift from Five-Day to Four-Day – Monday - Thursday

Collection schedule changes are anticipated and typical as part of any new collection contract. Potential new vendors, route optimizations and changing zone boundaries all contribute to the potential of collection schedule changes. While efforts are made to minimize unnecessary change impacts to residents, collection schedule changes are often required at the onset of a new contract to achieve operational efficiencies and ensure daily service levels can be consistently met over the term of the contract.

Key considerations in developing an efficient collection schedule include required collection service levels and approach, size of municipality, type and availability of equipment and resources to be used, and current waste industry trends and practices.

Feedback was sought from collection contractors in early 2022 to provide input on the service level options prioritized for review ahead of the 2026 curbside collection contract. Based on feedback received, there was interest to consider a four-day collection week, with contractors highlighting benefits including easing scheduling efforts, reducing overtime, fuel and operating costs, supporting increased staff retention, and allowing a dedicated day for regular fleet maintenance to help reduce potential service disruptions as a result of equipment failures. These benefits were also validated and documented through the municipal scan research completed as part of this review, noting that 50 per cent of identified municipalities successfully transitioned to or have traditionally offered waste collection services on a four-day schedule. Research suggests that a four-day collection schedule could also have potential positive environmental impacts and cost-savings by simply reducing the non-productive travel time to and from the collection route as well as waste receiving and processing facilities

by leveraging longer collection routes and reducing collection and processing operations by one full day.

Shifting to a four-day, Monday to Thursday, collection schedule would eliminate the need for collection operations to take place on Saturdays as a result of a schedule change following a Statutory holiday – a practice currently in place for Ottawa residents receiving curbside collection services. While schedule changes would still be anticipated as a result of Statutory holidays as part of a four-day collection approach, the “push” day, as it is commonly referred to, would take place on Friday versus Saturday. This, in turn, could provide processing and receiving facilities with additional benefits and cost savings by either reducing the number of resources required to support Saturday operations or potentially eliminating the need to operate on a Saturday completely. This approach would dedicate Fridays for focus on other operational requirements and services while eliminating the need for residents to place waste out for collection over the weekend following a Statutory holiday.

The procurement of a new curbside collection contract is the most opportune time to make the shift to a four-day collection schedule, as it presents the opportunity to re-align receiving and processing facility contracts, hours and resources, and the need to revise waste collection routes and calendars to efficiently meet service levels.

Risks for a four-day collection approach highlighted as part of the review include increased equipment and resource costs to service more units per day and the need for an enhanced communication and outreach plan to inform residents of schedule changes. These risks can be mitigated or balanced in considering optimized routing to reduce increasing costs and eliminating the need for Saturday collections and landfill operations.

As an added risk to the schedule changes, and as highlighted in the June 2023 [Update on the Provincial Blue Box Program Transition](#), the collection schedule for blue and black boxes starting January 1, 2026 with the launch of the Provincial Common Collection System is not yet known. Staff will continue to work with Circular Materials to advocate to align collection days for all materials.

A detailed communication strategy that employs all available channels, including the Recollect application, to communicate schedule changes to residents will be developed.

Based on the results of this analysis and an overall understanding of the potential benefits to be realized through a four-day collection approach, implementation of a four-day, Monday to Thursday collection schedule, is being recommended as part of the new collection contract, beginning in 2026. As part of the procurement process, vendors

would be directed to develop collection routes and calendars that maximize efficiencies, minimize increasing costs, and mitigate wherever possible collection schedule changes for residents including maintaining existing collection hours (curbside services from 7:00am to 6:00pm).

Collection Zone Re-Alignment

The current curbside collection contract is divided into five zones, servicing approximately 55,000 to 65,000 households per zone, as approved by Council in 2005 prior to the procurement of the 2006 contract. This five-collection zone approach was maintained through the service level review and contract procured in 2011 and has remained in place through the multiple short-term extensions issued to March 29, 2026.

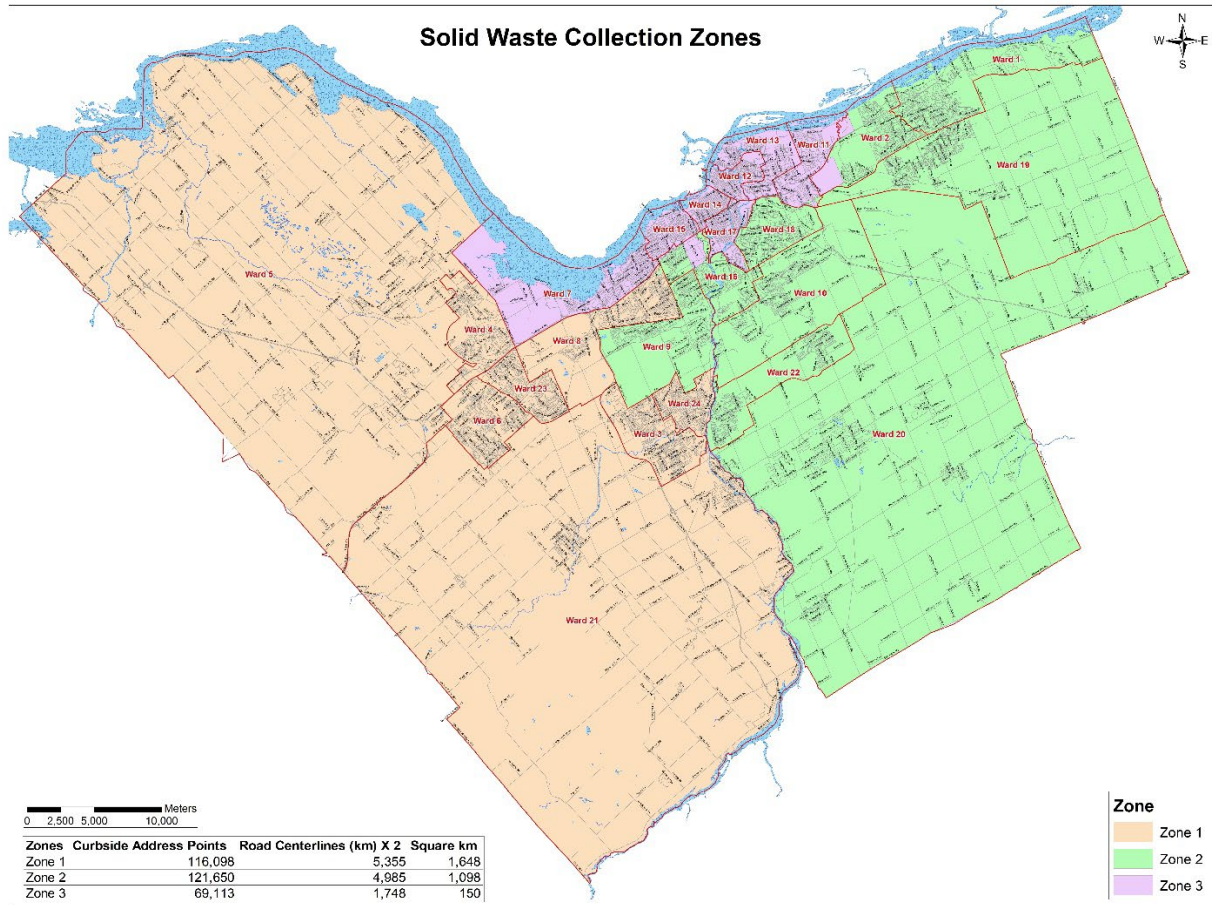
It is industry best practice to review collection zones prior to issuing a long-term waste collection contract to ensure they are operationally aligned to adequately meet service levels over the term of the contract. Based on industry research and documented as part of the service level review, collection zones are typically developed based on geographic boundaries (i.e. major roads / highways, rivers), the number of households and anticipated growth, as well as identified lane kilometres and route efficiencies. It has also been City best practice to make efforts to align collection zones to ward boundaries to support consistent service levels to residents in the same ward and streamline issues resolution with vendors. All of these factors were considered when informing the zone re-alignment exercise that was prioritized as part of the service level review to optimize the City's collection zones ahead of the 2026 contract.

Since the implementation of the current collection contract in 2012, Ottawa has experienced significant growth in many of the collection zones and infill development in others, shifting the number of households serviced per zone disproportionately to efficiently meet daily service levels. On December 9, 2020, Council also approved the [Ottawa Ward Boundary 2020 Review](#) and implemented changes to existing ward boundaries including the addition of two newly established wards to balance population numbers and achieve other components of effective representation. The results and implementation of the ward boundary review contributed to prioritizing a zone review ahead of issuing the 2026 contract.

Multiple options were identified and analyzed by staff, seeking input from stakeholders in Roads Services to ensure alignment with proven City best practices. Collection zones were evaluated for efficiency, while also ensuring that consistent service levels to residents could be met over the full term of the contract.

Beginning with the 2026 curbside collection contract, staff are proposing that the five existing collection zones be consolidated into three larger collection zones. The realignment of existing zones aims to prioritize operational efficiencies through the considerations noted above and make best efforts to align to current ward boundaries to ensure consistency in service to residents. A map of the proposed collection zones is included below:

Figure 1: Proposed 2026 Solid Waste Collection Zones



The proposed new collection zones have been reviewed by stakeholders with input collected and documented through the municipal scan as well as input from Collection Operations, Technology, Innovation and Engineering Support Services and Roads and Parking Services. Feedback received confirmed that the newly proposed zones are well-balanced to adequately support contractors in aligning resources and meeting daily service levels over the term of the next contract. Pending Council approval, Zone 1 and 2 is anticipated to be serviced by the private sector, while Zone 3 would continue to be serviced by the In-House Collections Group as discussed later in this report.

All wards will be aligned within one collection zone, and wards that were previously split between zones have been re-aligned as per the table below:

Table 2: Collection Zone Realignment for wards previous split between two zones

Ward	Current Zone	2026 Zone
Ward 7 Bay	1, 3	3
Ward 9 Knoxdale-Merivale	2, 4	2
Ward 11 Beacon Hill-Cyrville	3, 5	3
Ward 13 Rideau-Rockcliffe	3, 5	3
Ward 17 Capital	3, 4	3
Ward 16 River	2, 4	2

Procurement Approach

As outlined earlier in this report, Solid Waste Services has traditionally issued a Request for Tender (RFT) process when procuring a curbside collection contract, which is best suited when a service requirement can be clearly defined with little to no need for industry expertise to be leveraged into the proposed solution. Given the complexity of Ottawa's highly integrated waste collection system, the rapid changes taking place in the waste industry, and the amount of time since the last curbside collection contract was procured, a review of the procurement strategy took place to inform the best path forward for the 2026 contract. Documented research has identified an industry shift away from RFT to a Request for Proposal (RFP) for waste collection contracts, providing municipalities with better overall risk mitigation through the procurement process and over the term of the contract. Key benefits of an RFP include the opportunity to seek industry expertise where there is opportunity to be flexible or innovative and allows the City to evaluate proposals on technical merit, as well as cost. The RFP will be developed and issued in accordance with the City's Procurement By-law (No. 2000-50).

The proposed contract will be established for an initial 7-year term with two 1-year extension options, to be negotiated as required at the City's discretion. This contract term aligns with waste industry standards to mitigate both financial and operational risks over the life of the contract. Given the dynamic nature of waste in Ontario and the

finalization of the Solid Waste Master Plan, there will be language included in the contract to position the City in such a way that there is flexibility around any necessary changes to curbside collection over the term of the contract.

Recommendations 2 and 3 – Leveraging Private Landfills to Redirect Some Residential Garbage

As part of the [Residual Waste Management Strategy](#) approved by Council in 2021, staff were directed to investigate the cost and environmental impacts to re-direct some residential garbage destined for Trail Waste Facility Landfill to a private landfill. In addition, one of the Option Suites within the Solid Waste Master Plan Phase 2 report (8A2 Use of a Private Landfill) identified that this practice is used throughout the Province to help municipalities extend the life of their landfills. For example, York Region issued a Request for Proposal in 2020 to secure processing capacity from one or more private landfills to divert up to 120,000 tonnes of garbage per year until their current facility was expanded. Similarly, the City of Toronto has three agreements in place with private landfills to divert materials as required to preserve the life of their City-owned Green Lane Landfill.

The work on the Solid Waste Master Plan has identified that by diverting approximately one-third of collected annual tonnages of garbage, or up to 60,000 tonnes, to private landfills would further assist the City in meeting the Council approved goals of the Waste Plan and extend the life of the Trail Waste Facility Landfill.

Though the Province is predicting landfill shortfalls throughout Ontario, the Eastern Region of the Province, including the City of Ottawa, is comparatively rich in landfill space. The identified private facilities available to accept the City's residential garbage include the West Carleton Environmental Centre located in the west and the combination of the GFL Transfer Station and Moose Creek Landfill located in the east.

To maximize the use of these facilities, only tonnages from surrounding collection routes were considered for diversion from the Trail Waste Facility Landfill. From 2018 to 2021, an average of 35,000 tonnes of residential garbage was collected every two weeks from the current Zones 1 and 2 in the west end of the city and 33,000 tonnes of residential garbage was collected every two weeks from the current Zones 4 and 5 in the east end. By diverting up to 30,000 tonnes to West Carleton Environmental Centre and up to 30,000 tonnes to the GFL Transfer Station and Moose Creek Landfill annually, one third of the garbage collected can be diverted.

There are several advantages to diverting garbage to these private landfills, including:

- The avoidance of hauling garbage, at least 3,600 km, which is approximately the distance from Ottawa to Calgary, each year (See Supporting Document 2 for detailed calculations).
- The potential to minimize collection cost increases by creating opportunities for route optimizations and reducing fuel use by reducing trucking distance. Not only is garbage being collected closer to where it is processed, but the return to service distance for the vehicles distance can be optimized as well.
- By using the two private landfills the City could reduce GHG emissions from transportation an estimated 2,178 tonnes of CO₂ equivalent over the 7-year life of the contract. The [Natural Resources Canada Greenhouse Gas Equivalencies Calculator](#) equates this reduction to the equivalent of 667 passenger vehicles (See Supporting Document 2 for details).
- Preserving at least two years of landfill airspace over the life of the contract, assuming the current rates of diversion. This represents a savings of \$6 Million dollars in asset value each year.

There will be a tip fee cost associated with placement of garbage at private landfills of approximately \$8 million per year, which will be offset by operational efficiencies, fuel savings and extending the life of the Trail Waste Facility Landfill by preserving valuable airspace.

The use of private landfills will continue to be evaluated on an on-going basis both from an environmental and cost benefit analysis perspective, both as part of the curbside collections contract and as part of the development of the Solid Waste Master Plan.

In addition, Solid Waste Services will continue to report out through both the Solid Waste Master Plan and the City's Annual Community and Corporate Greenhouse Gas Inventories report on impacts of placing waste both at the Trail Waste Facility Landfill and at private landfills, should Council approve the recommendation.

Recommendations 4 and 5 – A Permanent In-House Collections Group

As part of the preparation for the procurement of the new contract, staff reviewed service requirements for each Zone and identified the In-House Collections Group as an opportunity to make changes to offer more reliable, consistent service, while mitigating financial and operational risks to the City. There were a number of factors that lead to evaluating options for the future of the In-House Collections Group. These include the large turn over in staff experienced by the In-House Collections Group, vehicle maintenance costs that are unduly high with managing the fleet on a contract basis

rather than a life-cycle basis, the desire to preserve the experience gained by the In-House group in its many years of collecting from the current Zone 3, the desire to have more flexibility with deployment of the team to assist in activities currently outside of the terms of the collection contract, in addition to the costs of a managed competition in terms of staffing and time and lastly, ensuring that any decision made ensures a competitive environment for curbside waste collection.

Three different options were identified and analyzed for the future of the In-House Collections Group:

1. Status Quo: Maintain the current curbside collection contract model and procurement approach – this includes appointing the expanded Zone 3 to a contracted In-House Team, and a standard procurement for the remaining 2 zones, a mix of in-house and private sector collection, all delivered through contracted resources (including contracted City Employees)
2. Curbside Collection Entirely Serviced by Private Sector: Fully outsource residential curbside waste collection to private sector through standard procurement process with the elimination of an In-House Collections Group, and
3. Permanent In-House City Waste Collection for the expanded Zone 3 and Other Waste Collection Requirements: Establish a permanent In-House Collections Group to service the downtown core and provide additional collection services as required by the City.

In addition to these three options, the opportunity to have the In-House Collections Group service the entire City was explored, but ultimately deemed not feasible given the substantial investment required in assets and resources, as well as capital investment in fleet and facilities. Further, this option would require significant hiring, training and management at a time when staffing challenges are exceptionally high in the waste management industry.

The Options Analysis Report, attached as Supporting Document 1, reviews and compares the three options based on the following criteria: procurement, staffing, fleet, and flexibility for other collection services. A summary of the findings follows.

Procurement

The In-House Collections Group has been servicing the downtown core (current Zone 3) since 2005 where the City ran a managed competition to allow a City team to bid on curbside collection. At that time, and again in 2011, two internal teams were established consisting of Solid Waste, Procurement, Fleet, Finance and Legal representatives. A

fairness commissioner was also retained to ensure the integrity of the managed competition process. In line with previously established and Council approved managed competition protocols, neither team could have contact with the other and all files were kept separate. This process is time intensive and under current staff levels at the City, would require further external resources to prepare the bid in addition to the fairness commissioner.

As part of the 2011 RFT process, Council appointed Zone 3, for the duration of the contract, to the In-house Collections Group. With its high density, narrow streets, back-alley collection, snowbanks, traffic congestion, parked vehicles, pedestrian traffic, tourist' visits and frequent route closures due to demonstrations, diplomatic visits or road, water and sewer works, the downtown core has historically been a challenging area to service. The In-House Collections Group had the experience and expertise needed to address these challenges. It continues to maintain consistent curbside waste collection service to residents in this zone (in addition to Zone 5 since 2011).

Staff are recommending that Council once again, appoint the expanded Zone 3 to a permanent In-House team. This would continue to benefit the City in terms of maintaining the experience and wherewithal to service this challenging collection area. The other 2 newly re-aligned zones would be procured through an industry standard Request for Proposal process as per the City's Procurement By-law (No. 2000-50).

Going forward, Zone 3 would remain under the care of the In-House Collections Group.

Staffing

The waste industry, as are many other industries, is experiencing challenges with staffing waste collection positions. These challenges are further compounded by the private sector generally offering more flexibility in incentivizing the workforce than the City is able to offer. The fact that In-House waste collectors are contracted employees has been identified as a deterrent to retaining experienced personnel. Though they are compensated fairly and within industry norms, the contract nature of the employment is less appealing compared to permanent employment. The In-House Collections Group has had to rely, heavily at times, on additional contracted services which come at a premium cost to the City.

Converting the positions to permanent City jobs would provide stability, lowering the costs for hiring and onboarding. It also provides additional opportunities for progression within the City. It is expected that employees would remain with the City longer, ensuring the knowledge bank, including maximum experience in front-line customer

service is retained. In addition, it is anticipated that the costs associated with respect to the use of casual labour would be less.

Fleet

Under the managed competition or standard procurement processes, the winning contractor procures its vehicles based on the start date of the contract and the original length proposed for the contract. Should the contract be extended past the original end date, such as the current contract, maintenance costs increase exceptionally to try and keep the original trucks on the road, as purchasing additional vehicles may not make financial sense for short term extensions if there is not sufficient time to amortize the capital cost for the vehicles.

In the case of a permanent In-House Collections Group, collection vehicles would become part of Fleet's regular replacement management plan. This would allow for greater opportunities to change vehicles in the fleet as service needs evolve and technology advances for waste collection. Both fleet acquisition and maintenance budgets would follow internal standardized procedures allowing for right sizing and operational optimization of the fleet makeup and size.

Operational Flexibility and Innovation

Service levels and collection expectations including frequency, timeliness and operational practices are all clearly defined by the collection contract. This is to ensure daily collection is completed on time and service levels are delivered consistently to residents across the City; a critical success factor of contracted services. Any significant deviation from the contract terms results in a fee to be paid by the City (should it be a temporary change) or a contract amendment. This includes things like piloting new technologies or collection methods, emergency clean-up activities, and special collections (major events or City initiatives)

However, with a permanent In-House Collections Group, service would be consistent in Zone 3 as with the rest of the City, as defined by service levels approved by Council, and there would be additional flexibility to make operational improvements or test out innovative technology and/or pilots as opportunities are identified through the work of the Solid Waste Master Plan without the need for accruing additional costs. The In-House Collections Group would become a flexible resource for the City's smaller, changing waste collection needs, unencumbered by the inflexible terms and conditions of a collection contract.

Piloting a cart-based collection system, for example, could be done to gain operational experience before rolling out to the entire city. This in turn would allow for the City to

evaluate lessons learned and add significant value to the procurement of the next contract should the pilot be adopted citywide. Another example would be piloting an industry claimed “service-ready” green vehicle. The City could pilot on using their own experienced operators and document how the vehicle performs under some of our more challenging conditions. These real-time observations could then inform both specifications and operational procedures to be able to roll out citywide. Either of these examples would have an additional cost to the City for external service providers but could be worked into the operational planning process and budget of a permanent In-House Collections Group.

Any operational improvements or piloting of projects/programs would still involve communication to Council and impacted residents but would be more readily available as an option for Solid Waste Services, with flexible resources on hand.

Additional Collection Opportunities

There are several opportunities to maximize the potential of a permanent In-House Collections Group that fall outside of a standard curbside collections contract. These include a more nimble emergency response for storms and unpredicted cleanups, participating in city wide events such as Cleaning the Capital and collecting from City facilities starting in 2026 as a result of the start of the Common Collection System under the Provincial Blue Box Program.

As Council is aware, changing climate conditions have led to and will lead to more extreme weather for the City. In recent years, the city has seen two floods (2017, 2019), tornados (2018, 2023) and a derecho (2022) plus an increasing number of significant storms. As part of the City’s response, Public Works including Solid Waste Services has been heavily involved in the clean-up. As per the City’s Municipal Emergency Plan, the department is responsible for debris management after an incident. Currently this involves paying overtime premiums and hiring contractors/labour agencies at a significant cost and potential delay for deployment. A permanent In-House team could be redeployed quickly with experienced staff that would be an asset to any clean up activity, while also saving costs for the City.

Starting in 2026, with the launch of the Common Collection System for the Provincial Blue Box Program under Individual Producer Responsibility, the City will no longer be collecting from eligible sources. These includes residential stops on the curbside collection routes. However, as discussed in the latest update to Council - [Update on the Provincial Blue Box Program Transition](#) the City will need to make arrangements for the collection from non-eligible sources such as all City Facilities and the businesses registered under the Yellow Bag program. The permanent In-House Collections Group

is well positioned to take on this work as part of an expanded mandate for collection and will ensure that City facilities continue to offer the same or improved levels of recycling for our residents.

After analyzing the benefits and risks of each of the three options, staff are recommending that Council once again appoint the In-House Collection Group to collect curbside for Zone 3. In addition, staff are recommending the conversion of the 85 FTE to permanent status to establish a permanent In-House Collections Group, with six of these positions to be included to support Fleet Services. Solid Waste Services staff have been in communication with the CUPE 503 union throughout the development of the In-House Collections Group recommendation. Staff will continue to consult with the union to determine the Terms and the Conditions to hire the In-house and Fleet staff as permanent staff as described in this report and Document 1.

A blend of in-house and contracted service provides a competitive environment that is effective in terms of costs and performance as private sector bids can be compared against municipal operational data. By not tying the In-House Collections Group to a waste collection contract, it also allows the City to continue to manage operational and financial risk and provides flexibility to adapt to changes to ensure continued high-service levels to residents, while prioritizing operational efficiencies and the City's changing waste needs.

All other things being equal, staff anticipate that moving forward with an In-House Collections Group, given all the opportunities for cost reduction and efficiencies mentioned herein, the cost-of-service delivery will be no more and, in all likelihood, less than what it is today for the expanded Zone 3. In parallel to the curbside collection procurement process, staff will be finalizing the collection costs associated for the In-House Collections Group activities for the expanded Zone 3, starting in 2026, so that the overall the curbside collection rate can be determined consistent with current practices.

Summary of Recommended Service Levels for 2026

Table 3 below provides an overview of service levels provided under the curbside contract and a summary of anticipated impacts for residents receiving curbside collection services as of March 30, 2026.

Table 3: Summary of Change Impacts to Residents

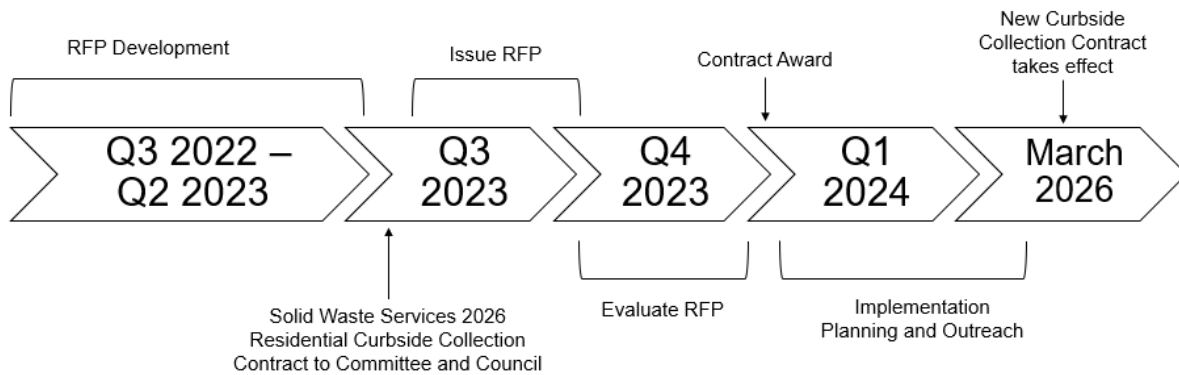
Service or Program	Current Service Level	Changes for Residents
Garbage Collection	Bi-weekly collection	No change. Each item will count towards the three-item set-out limit approved by Council.
Bulky Item Collection	Bi-weekly collection, with garbage	No change. Each item will count towards the three-item set-out limit approved by Council.
Collection Schedule	5 days, Monday – Friday collection, 7am-6pm	4 days, Monday – Thursday, 7am-6pm.
Green Bin Collection	Weekly collection	No change. Leaf and yard waste is set out separately.
Leaf and Yard Waste collection	Weekly collection, co-mingled with Green Bin & separate collection for up to 12 weeks	Set-out separately, with weekly collection between April 1 - November 30.
Special Consideration Waste program for diapers and incontinence products	Bi-weekly collection on the off week of garbage	No change. Expanded to include non-hazardous medical waste in 2024 as approved by Council.
Yellow Bag program for small businesses	Bi-weekly garbage, recycling and organics collection for eligible registered small businesses	No change to garbage and organics collection. Recycling removed from as part of Provincial IPR Blue Box Transition.
Green Bins in Schools Pilot program	Weekly collection for registered schools	No change.
Blue and Black Box Collection	Bi-weekly collection, alternating weeks	Removed from curbside collection contract as part

Service or Program	Current Service Level	Changes for Residents
		of Provincial IPR Blue Box Transition.

Next Steps

Upon approval of the recommendations of this report, staff will finalize and issue the RFP for the 2026 curbside collection contract as detailed below:

Figure 2: RFP Timelines



Once the contract has been awarded, in accordance with the City’s Procurement By-law (No. 2000-50), staff will begin work on contract implementation planning and the development of a communications and outreach strategy to inform residents of the changes. While efforts will be made to minimize changes to collection days, there will be targeted communications to residents who experience changes.

The outreach will begin in mid 2025 and continue through the start of the contract in March 2026. Staff will work with Council members to develop messaging for their use in newsletters and other engagement tools.

Upon approval of the use of private landfills as described in this report, staff will include details on the use of private landfills within the Request for Proposal for the next collection contract. Staff will also work to finalize arrangements with Waste Management and GFL to begin receiving waste in 2026.

Staff will continue to consult with the union to determine the Terms and Conditions to hire the In-House and Fleet staff as permanent staff as described in this report and Document 1. Capital budget considerations will be brought forward as part of both the 2024 and 2025 budgets to have enough time to replace or sell vehicles, as needed and

to ensure a smooth transition to the newly expanded Zone 3 and servicing of City Facilities.

FINANCIAL IMPLICATIONS

As described in more detail in the report, the recommendations related to the collections contract, use of private landfills and conversion of the contracted In-House Collections group to permanent status (including the FTE conversions from currently contracted staff) will be included as part of the 2026 Budget process. Fleet equipment requirements related to the conversion of the In-House Collections group will be included as part of the 2024 and 2025 Budget processes.

LEGAL IMPLICATIONS

There are no legal impediments associated with the implementation of the recommendations of this report.

Should Council approve the recommendations of this report, Labour Relations staff will need to negotiate the terms of employment of any new collections staff with CUPE 503 in order to ensure the terms and conditions are consistent with, and reflected in, the relevant collective agreement.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a City-wide report.

ADVISORY COMMITTEE(S) COMMENTS

There are no advisory committee comments for this report.

ACCESSIBILITY IMPACTS

Any changes to Ottawa's curbside collection contract, if approved, would be implemented in accordance with the Integrated Accessibility Standards Regulation (IASR) of the Accessibility for Ontarians with Disabilities Act, 2005, (AODA) in addition to the City's Accessibility Design Standards (ADS), where applicable.

Previous service levels impacting persons with disabilities and Older Adults, such as the bi-weekly collection program for diapers and incontinence products, alternating with the garbage collection, for registered participants of the Special Consideration waste program, will continue.

Pending receipt and approval of the contents outlined in the report, staff will continue engaging with stakeholders such as the Accessibility Office and the Accessibility

Advisory Committee to receive feedback on the implementation, development and promotion in the leadup to the implementation of the new curbside collection contract.

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management](#) Program objectives. The implementation of the Comprehensive Asset Management Program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally and economically conscious manner. The operational enhancements outlined in this report support more efficient collection through the curbside contract to ultimately improve operations at the Trail Waste Facility Landfill, by extending its life through the redirection of some residential waste to private landfills and reducing greenhouse gas emissions.

CLIMATE IMPLICATIONS

Solid Waste Services has worked closely with their peers in the Climate Change and Resiliency group to understand the impacts of the report recommendations.

Recommendation 1 – 2026 Curbside Collections Contract – Service Levels and Procurement

As part of the request for proposal, Environmental Performance is a rated technical requirement. This will allow staff to evaluate proposals against the goals of the Climate Change Master Plan.

Recommendation 2 and 3 – Use and Evaluation of Private Landfills

The calculations performed for the calculation of the transportation impacts uses a standard model released by the Government of Canada - [Environment and Climate Change Canada \(ECCC\) Organic Waste Greenhouse Gas Calculator](#). By diverting up to 60,000 tonnes to private landfills there is the potential to see a 2,178 CO₂e reduction in GHG emissions from transportation. This supports the use of private landfills from a transportation perspective. In addition, the reduction in distance travelled will have the potential to optimize routing and reduce overall fuel use.

As mentioned in the report, all landfills in Ontario, including those run by a municipality or private organizations, are regulated by the Province under the [Ontario Environmental Assessment Act and the Environmental Protection Act](#). What can differ is how landfills deal with their landfill gas. In the case of the three landfills that make up this report –

Trail Road Waste Facility, West Carleton Environmental Centre and the Moose Creek Landfill – all generate electricity from landfill gas capture.

If approved, residential garbage will begin to be placed in the West Carleton Environmental Centre and Moose Creek landfills starting in 2026.

Currently the Trail Road Facility Landfill reports landfill gas capture at 90 per cent. This is above industry standards due to several factors including a large permanent capped section of the landfill and extra measures put in place to prevent odour impacts. However, starting in 2023, waste will start to be placed in the new Stage 5, an active waste cell that is uncapped and open to precipitation. As reported out through the [Results of the 2020 Community and Corporate Greenhouse Gas \(GHG\) Inventories](#) and as far back as the 2018 GHG inventory report, it is expected that starting in 2021 the City will observe an increase in emissions at the Trail Road Waste Facility given the increasing amount of waste in place and due to operations moving into Stage 5.). Moisture is the largest driver in the waste decomposition process and therefore landfill gas generation and an active cell will not realize the same landfill gas collection efficiency as the recently closed cells with final cover which have full infrastructure coverage and vacuum.

The West Carleton Environmental Centre is expected to reopen in 2025 and will be placing garbage in their newly constructed expansion that will include a landfill gas-to-energy facility. It is anticipated that the landfill will also have an 85 per cent landfill gas capture rate.

Moose Creek will be continuing on-going operations and reports an 85 per cent landfill gas capture which is industry standard for an engineered landfill operating with electricity generation.

With two of these landfills being at a similar stage of receiving waste, and all with electricity generation from landfill gas capture, staff have assessed, based on the information available at this time, that all three landfills will have similar profiles for methane emissions from the landfill due to the placement of 60,000 tonnes.

It is important to note that with the Solid Waste Master Plan and through the on-going work at both the Federal and Provincial levels, that there is a directed push to increase the diversion of organics from landfill. Any increase in organics diversion will decrease landfill emissions where the landfill is private or municipally owned. If the City is able to further increase diversion of organics from landfill, it is quite likely that the waste going to the private landfills is less methane intensive than other waste they are permitted to receive.

The evaluation on any future use of landfills should also consider the GHG emissions of both the landfill emissions profile and transportation impacts.

Solid Waste Services will continue to report out through both the Solid Waste Master Plan and the City's Annual Community and Corporate Greenhouse Gas Inventories report on impacts of placing waste both at the Trail Waste Facility Landfill and at private landfills, should Council approve the recommendation.

Recommendation 5

The ability to easily pilot new technologies, especially related to electric fleet or re-use and reduction of garbage, support the goals of the Climate Change Master Plan.

RISK MANAGEMENT IMPLICATIONS

All risks and associated mitigation measures have been outlined within the body of the report.

RURAL IMPLICATIONS

The new curbside collection contract will continue to service all curbside residents, including those in rural areas.

TERM OF COUNCIL PRIORITIES

This report aligns with the [2022-2026 Term of Council priority](#): a city that is green and resilient, supporting the reduction of emissions associated with the City's operations from fleet and solid waste.

SUPPORTING DOCUMENTATION

Document 1: Options Analysis for In-House Collections Group

Document 2: Use of Private Landfills – Explanatory Note for Distance, GHG and Asset Value Calculations.

DISPOSITION

Once the contract has been awarded, in accordance with the City's Procurement By-law (No. 2000-50), staff will begin work on contract implementation planning and the development of a communications and outreach strategy to inform residents of the changes.

Upon approval of the use of private landfills as described in this report, staff will include details on the use of private landfills within the Request for Proposal for the next

collection contract. Staff will also work to finalize arrangements with Waste Management and GFL to begin receiving waste in 2026.

Staff will continue to consult with the union to determine the Terms and Conditions to hire the In-House and Fleet staff as permanent staff as described in this report and Document 1. Capital budget considerations will be brought forward as part of both the 2024 and 2025 budgets to have enough time to replace or sell vehicles, as needed and to ensure a smooth transition to the newly expanded Zone 3 and servicing of City Facilities.