

Subject: Multi-Residential Waste Diversion Strategy Update

File Number: ACS2024-PWD-SWS-0003

Report to Environment and Climate Change Committee on 21 May 2024

and Council 29 May 2024

**Submitted on May 9, 2024 by Shelley McDonald, Director, Solid Waste Services,
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Ward: Citywide

**Objet : Mise à jour de la Stratégie de réacheminement des déchets des
immeubles à logements multiples**

Numéro de dossier : ACS2024-PWD-SWS-0003

Rapport présenté au Comité de l'environnement du changement climatique

Rapport soumis le 21 mai 2024

et au Conseil le 29 mai 2024

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATIONS

That the Environment and Climate Change Committee recommend that Council:

- 1. Receive, for information, the detailed cost analysis and implementation plan for onboarding all remaining multi-residential properties serviced by the City of Ottawa to an organics diversion program; and,**

2. **Receive, for information, details of the 2026 Multi-Residential Collection Contract including enhancements to operations and collection efficiencies.**

RECOMMANDATIONS DU RAPPORT

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

1. **de prendre connaissance, pour information, de l'analyse détaillée des coûts et du plan de mise en œuvre pour l'intégration, dans la cadre d'un programme de réacheminement des matières organiques, de l'ensemble des autres immeubles à logements multiples servis par la Ville d'Ottawa;**
2. **de prendre connaissance, pour information, des détails du Contrat de collecte 2026 pour les immeubles à logements multiples, ainsi que des améliorations à apporter aux opérations et des économies à réaliser dans la collecte.**

EXECUTIVE SUMMARY

In April 2022, Ottawa City Council approved the Multi-Residential Waste Diversion Strategy ([ACS2022-PWD-SWS-0001](#)). The Strategy consists of five Project Pillars to support increasing waste diversion in the multi-residential sector and was developed using extensive stakeholder engagement. The Strategy supports federal and provincial waste diversion targets and aligns with a number of projects and initiatives currently underway in the City of Ottawa (the City).

Through the Strategy's approval, Ottawa City Council approved the requirement for multi-residential properties serviced by the City to have an organics diversion program in place as a condition of receiving City waste collection services, as it pertains to Pillar 1. The report also directed staff to *finalize the detailed cost analysis and implementation plan for onboarding all remaining multi-residential properties to a mandatory organics diversion program.*

The purpose of this information report is to provide the cost analysis and implementation plan for onboarding all multi-residential properties to a mandatory organics diversion program and to provide updates on the new multi-residential collection contract that are being implemented starting in 2026, which align with Pillar 5 of the Council-approved Multi-Residential Waste Diversion Strategy.

Waste Management in Ottawa's Multi-Residential Sector

The Province of Ontario classifies multi-residential properties as Industrial, Commercial, and Institutional (IC&I) under [O. Reg 103/94](#) *Industrial, Commercial and Institutional*

Source Separation Programs. O. Reg 103/94 places the responsibility of waste programs on property owner meaning municipalities have no statutory role in waste collection and disposal for multi-residential properties. However, as per Council direction, the City of Ottawa (like many other Ontario municipalities) has provided service to the multi-residential sector since 1995.

The City defines multi-residential properties as a group of residential dwellings containing six or more units under the City's Solid Waste Management By-law ([By-law No. 2012-370](#)). It is worth noting, though, that some properties with more than six units may be serviced under the City's curbside collection contract due to properties not being able to accommodate multi-residential collection conditions (including bin location and logistics, for example). The City currently provides waste collections services including garbage, recycling, and organics collection to approximately 2,300 multi-residential properties, equating to about 64,839 units.

In 2023, Ottawa's curbside and multi-residential residents disposed of approximately 345,901 tonnes of waste, with the multi-residential sector accounting for approximately 17 per cent of that (68,332 tonnes of the total waste collected). Specifically, the multi-residential sector generated 46,105 tonnes of garbage, 10,268 tonnes of recyclable material and 1,564 tonnes of organics material. Of the 2,200 multi-residential properties serviced by the City in 2023, 1,171 had a Green Bin program in place, representing 53 per cent of all properties. A 2019 Waste Audit Study found that 58 per cent of multi-residential waste disposed of as garbage could have been diverted through the City's recycling or organics diversion programs. Garbage collected from multi-residential properties is disposed of at the owned and operated Trail Waste Facility Landfill. This valuable City owned-and-operated asset is expected to reach capacity within the next decade if waste diversion efforts do not increase.

The multi-residential sector faces various barriers and challenges to using recycling and organics programs which results in low diversion and capture rates. Residents are responsible for sorting waste and participating in recycling and organics programs whereas property managers are responsible for diversion programs, communicating and educating residents on the programs, and complying with provincial regulations and targets.

An important consideration is that existing barriers and challenges are not mutually exclusive as many barriers and challenges occur simultaneously and across stakeholder groups. Main barriers for participating in the Green Bin program lack of space for containers, the "yuck" factor, smells, and pests. Addressing challenges independent of one another will not necessarily lead to increased diversion which further bolstered the need for an integrated and strategic approach for developing a strategy for multi-residential waste diversion. This, in conjunction with the goal of the

Solid Waste Master Plan to extend the life of the Trail Waste Facility Landfill, and to optimize existing waste diversion programs offered by the City of Ottawa, led to Solid Waste Services staff developing the Multi-Residential Waste Diversion Strategy.

Stakeholder Engagement

Stakeholder engagement was essential throughout the development of the Multi-Residential Waste Diversion Strategy. Members of Council, multi-residential residents, members of the multi-residential property management sector and members from various stakeholder groups all played instrumental roles in developing and validating the above-listed project pillars. These parties also played a part in the implementation planning for rolling-out the Green Bin program to all remaining properties serviced by the City.

On March 5, 2024, in anticipation of this report to Council, Solid Waste Services staff met with the City's Multi-Residential Working Group which is made up of property management staff from the multi-residential sector, as well as multi-residential residents. A total of 34 members attended the meeting to learn progress updates on the Multi-Residential Waste Diversion Strategy. The working group received an update on the implementation plan to onboard all remaining multi-residential properties serviced by the City to the Green Bin program, and received an overview of the enhancements being made to the 2026 Multi-Residential Collection Contract.

On March 20, 2024, staff presented the implementation plan for onboarding properties to an organics diversion program to the Eastern Ontario Landlord's Association at their bi-annual general meeting and answered questions related to the plan and onboarding process. Dozens of members attended and lines of questioning were consistent with those raised at the Multi-Residential Working Group meeting. Staff fielded questions and received relatively positive feedback and support from members for the implementation plan and contract updates.

Pillar 1: Expand Organics Diversion to all Multi-Residential Properties

In 2022, Ottawa City Council approved the Multi-Residential Waste Diversion Strategy making organic diversion a pre-requisite to receiving City Waste collection services. Since 2022, the City has onboarded approximately 269 properties to the Green Bin program, working with members of the property management sector and residents to ensure the program is understood and successfully adopted. While voluntary onboarding continues as an option for existing properties to implement the Green Bin program, as of June 2022, it became a mandatory prerequisite for new multi-residential properties receiving City waste service collections. Over the last two years, Solid Waste staff have used feedback heard from the property management sector and residents in multi-residential properties to inform the development of the implementation plan.

Currently, 1,198 multi-residential properties have the Green Bin program in place. The remaining approximate 1,050 properties will be onboarded through a 4-tier process between Q3 2024 and Q4 2028. The total cost for onboarding all remaining properties to the organics program is estimated to be approximately \$5.6 million. In 2023, approximately \$2.6 million was spent on green bin costs including the organics processing, collections, containers and outreach and education.

Onboarding will be structured by Tiers, ranking properties on a scale of one to four. Within Tiers, properties will be contacted in alphabetical order, and property managers will assign the order for which their properties are onboarded (in the case where one property manager is responsible for multiple properties). The following City supports are available to property owners:

- Solid Waste Services supports properties with onboarding to organics diversion programs by assigning Solid Waste Inspectors to work with property managers to arrange site visits, offer implementation support and develop service agreements.
- Environmental Education Assistants from Solid Waste Services will ensure every property receives education and outreach to ensure tenants are aware of and understand the new program, and a waste audit is conducted up to one-month post-property onboarding to confirm participation and compliance with the program.

This implementation plan was developed using stakeholder engagement and, as noted above and detailed within this report, was presented to the Multi-Residential Working Group to confirm stakeholder agreement with the approach.

Pillar 5: Driving Change Moving Forward through the Collection Contract

The Multi-Residential Waste Diversion Strategy identified 'Driving Change Moving Forward through the Collection Contract' as Project Pillar 5. The current collection contract began on June 1, 2020 and is being extended for 1-year from June 2, 2025 until December 31, 2025 for all waste streams and from January 1, 2026 until May 31, 2026 for garbage, organics and bulky items collection only. The contract includes specifications regarding the conditions to which garbage, recycling, organics, and special projects are to be carried out. Provisions for distributing tools for residents of multi-residential properties to participate in waste diversion programs, and refusing collection of contaminated diversion containers, all of which are written into the current collection contract, support the success of multi-residential waste diversion programs.

Solid Waste Services has been working with the City's Procurement Services team, internal Solid Waste subject matter experts, and members of the property management

sector to explore enhancement opportunities that are practical and possible for implementation through the next collection contract. Additionally, staff have reviewed the existing contract, completed a municipal scan and have determined opportunities for contract optimization for implementation in the next collection contract. The 2026 multi-residential collection contract is being procured under a Request for Proposal (RFP). The City intends to secure a standard-term collection contract (seven plus two one-year extension options), expected to begin June 1, 2026.

The next collection contract for multi-residential properties will include the following three optimization elements. Each will improve efficiency of contract oversight and align with the Council-approved Solid Waste Master Plan initiatives, specifically the waste diversion efforts at multi-residential properties.

1. Elimination of Garbage Containers Rental service, though the City will continue to supply green bins at multi-residential properties. Property owners will have the option to purchase containers from the City, with the remaining containers being auctioned off;
2. Aligning garbage and organics collection from multi-residential properties on statutory holidays (eliminating the need for “push days” and processing facilities to remain open on Saturdays); and,
3. The Customer Service Agreements will be maintained by the City in collaboration with the property owners (eliminating the contractor’s oversight of the service document and to ensure service details are kept up-to-date).

Items or services that will continue include the collection of additional garbage at an additional charge (above and beyond the waste allocation criteria), collection of organic materials (green bin program) and bulky items by the City’s contractor. Consideration on how these services may be improved in the future will be determined through possible pilot projects to be undertaken during the 2026 Multi-Residential Collection Contract.

The procurement of the new collection contract is expected to result in a budget pressure which will be identified in the Draft Budget for 2026 – presented to Council in Q4 2025. Some of the planned changes will result in mitigating the expected contract increases (reduced labour costs resulting from the elimination of organics collection on Saturdays), more accurate pricing for the waste streams collected (eliminating payment by the number of units eligible for service) and reduced operating costs for the City (no longer managing aging assets for garbage container rentals).

Next Steps

Following Council’s receipt of this report, staff will continue to implement Pillar 1 of the Multi-Residential Waste Diversion Strategy which included making organics diversion mandatory for all multi-residential properties serviced by the City a requirement.

Voluntary onboarding will continue through Q2 2024, prior to staff launching the official implementation plan beginning in Q3 2024. Mandatory onboarding for remaining properties is expected to be complete by the end of 2028. Staff will provide annual updates to Council via memo on the status of property onboarding.

With regards to Pillar 5: Driving Change Moving Forward through the Collection Contract, Solid Waste Services staff will finalize the 2026 multi-residential collection contract which will include the optimization enhancements as outlined in this report. Staff will then follow the City's procurement process to award the contract ahead of the next contract start date on June 1, 2026.

SYNTHÈSE ADMINISTRATIVE

En avril 2022, le Conseil municipal d'Ottawa a approuvé la Stratégie de réacheminement des déchets des immeubles à logements multiples ([ACS2022-PWD-SWS-0001](#)). Cette stratégie, constituée de cinq projets piliers destinés à permettre de réacheminer plus de déchets dans le secteur des immeubles à logements multiples, a été mise au point en consultant massivement les intervenants. Elle permet d'atteindre les cibles fédérales et provinciales dans le réacheminement des déchets et cadre avec un certain nombre de projets et d'initiatives en cours à Ottawa (la Ville).

Dans le cadre de l'approbation de cette stratégie, le Conseil municipal d'Ottawa a approuvé l'obligation, pour les immeubles à logements multiples servis par la Ville, de se doter d'un programme de réacheminement des matières organiques; il s'agit d'une condition à remplir pour avoir droit aux services de collecte des déchets de la Ville en ce qui a trait au pilier 1. Dans ce rapport, on donne aussi pour consigne au personnel de finaliser l'analyse détaillée des coûts et le plan de mise en œuvre pour l'intégration de l'ensemble des immeubles à logements multiples dans un programme obligatoire de réacheminement des matières organiques.

L'objectif de ce rapport d'information consiste à soumettre au Conseil l'analyse des coûts et le plan de mise en œuvre pour l'intégration de tous les immeubles à logements multiples dans un programme obligatoire de réacheminement des matières organiques, de même qu'à lui présenter des comptes rendus sur le nouveau contrat de collecte pour les immeubles à logements multiples qui sera mis en œuvre à partir de 2026 et qui cadre avec le pilier 5 de la Stratégie de réacheminement des déchets des immeubles à logements multiples approuvée par le Conseil municipal.

La gestion des déchets dans le secteur des immeubles à logements multiples

Le gouvernement de l'Ontario classe les immeubles à logements multiples dans la catégorie des établissements industriels, commerciaux et institutionnels (ICI) en vertu

du [Règlement de l'Ontario 103/94](#) (Programmes de séparation à la source des déchets industriels, commerciaux et institutionnels). Le Règlement 103/94 attribue la responsabilité des programmes de gestion des déchets aux propriétaires des immeubles; autrement dit, les municipalités n'ont aucun rôle officiel à jouer dans la collecte et l'élimination des déchets des immeubles à logements multiples. Or, conformément à la directive du Conseil municipal, la Ville d'Ottawa (comme tant d'autres municipalités de l'Ontario) fournit ce service depuis 1995 au secteur des immeubles à logements multiples.

Pour la Ville, le secteur des immeubles à logements multiples s'entend du groupe d'habitations de six logements ou plus au sens du *Règlement sur la gestion des déchets solides* ([Règlement n° 2012-370](#)). Il est toutefois utile de noter que certains immeubles de plus de six logements peuvent être servis dans le cadre du contrat de collecte des déchets en bordure de rue de la Ville parce que des immeubles ne peuvent pas répondre aux conditions de la collecte dans les immeubles à logements multiples (dont le lieu de rangement des bacs et la logistique, par exemple). La Ville assure actuellement, à l'intention d'environ 2 300 immeubles à logements multiples, des services de collecte des déchets, notamment les ordures, les matières recyclables et les matières organiques, ce qui représente environ 64 839 logements.

En 2023, les résidents d'Ottawa qui déposent leurs déchets en bordure de rue et qui habitent des immeubles à logements multiples ont jeté environ 345 901 tonnes de déchets; le secteur des immeubles à logements multiples intervient pour environ 17 % dans ce total (soit 68 332 tonnes de déchets ramassés au total). Surtout, le secteur des immeubles à logements multiples a généré 46 105 tonnes de déchets, 10 268 tonnes de matières recyclables et 1 564 tonnes de matières organiques. Parmi les 2 200 immeubles à logements multiples servis par la Ville en 2023, 1 171 immeubles, soit 53 % de l'ensemble des propriétés, ont adopté un programme de bac vert. Une étude de vérification des déchets de 2019 a permis de constater que 58 % des déchets jetés par les résidents des immeubles à logements multiples dans les ordures auraient pu être réacheminés dans le cadre des programmes de recyclage ou de réacheminement des matières organiques de la Ville. Les déchets ramassés dans les immeubles à logements multiples sont éliminés dans la décharge contrôlée du chemin Trail, dont la Ville est propriétaire et exploitant. Cette décharge, qui représente pour la Ville un actif indispensable, devrait atteindre sa pleine capacité dans la prochaine dizaine d'années si on n'accroît pas les efforts de réacheminement des déchets.

Le secteur des immeubles à logements multiples doit surmonter différents obstacles et toutes sortes de difficultés lorsqu'il s'agit de faire appel à des programmes de recyclage et de collecte des matières organiques, ce qui donne lieu à de faibles taux de réacheminement et de captation. Des résidents sont responsables du tri des déchets et doivent participer à ces programmes, alors que les gestionnaires immobiliers sont

chargés des programmes de réacheminement et doivent communiquer avec les résidents et leur donner de l'information sur ces programmes, en plus de respecter les règlements et d'atteindre les cibles du gouvernement provincial.

Il est important de rappeler que les obstacles et les difficultés existants ne s'excluent pas mutuellement, puisque nombre d'entre eux se produisent simultanément et s'étendent à l'ensemble des groupes d'intervenants. L'espace à aménager pour les conteneurs, le facteur de « dédain », les odeurs nauséabondes et la vermine constituent les principaux obstacles qui nuisent à la participation au Programme de bac vert. Résoudre les difficultés indépendamment les unes des autres ne permettra pas nécessairement de réacheminer plus de déchets, ce qui explique qu'on doive adopter une approche intégrée et stratégique pour mettre au point une stratégie de réacheminement des déchets des immeubles à logements multiples. De concert avec l'objectif du Plan directeur de la gestion des déchets solides, qui consiste à prolonger la durée utile de la décharge contrôlée du chemin Trail, et pour optimiser les programmes existants de réacheminement des déchets offerts par la Ville d'Ottawa, le personnel des Services des déchets solides a finalement mis au point la Stratégie de réacheminement des déchets des immeubles à logements multiples.

La consultation des intervenants

La consultation des intervenants a été essentielle pendant toute la durée au cours de laquelle le personnel a mis au point la Stratégie de réacheminement des déchets des immeubles à logements multiples. Les membres du Conseil municipal, les résidents des immeubles à logements multiples, les membres du personnel de la gestion de ces immeubles et les représentants de différents groupes d'intervenants ont tous joué un rôle essentiel dans l'élaboration et la validation des projets piliers évoqués ci-dessus. Ces intervenants ont aussi joué un rôle dans la planification de la mise en œuvre du déploiement du Programme de bac vert dans toutes les autres propriétés servies par la Ville.

Le 5 mars 2024, en prévision du dépôt de ce rapport auprès du Conseil municipal, le personnel des Services des déchets solides s'est réuni avec le Groupe de travail des intervenants des immeubles à logements multiples, qui est constitué du personnel de la gestion immobilière du secteur des immeubles à logements multiples, ainsi que de résidents de ces immeubles. Dans l'ensemble, 34 membres de ce groupe ont participé à cette réunion pour prendre connaissance des comptes rendus sur les progrès accomplis dans la Stratégie de réacheminement des déchets des immeubles à logements multiples. On a présenté au Groupe de travail un compte rendu sur le plan de mise en œuvre pour l'intégration de tous les autres immeubles à logements multiples servis par la Ville dans le cadre du Programme de bac vert, ainsi qu'une vue

d'ensemble des améliorations apportées au Contrat de collecte 2026 pour les immeubles à logements multiples.

Le 20 mars 2024, le personnel a présenté, à l'Eastern Ontario Landlord Organization à l'occasion de son assemblée générale semestrielle, le plan de mise en œuvre pour l'intégration des immeubles dans un programme de réacheminement des déchets organiques et a répondu aux questions portant sur le plan et le processus d'intégration. Des douzaines de membres ont participé à cette assemblée, et les questions cadraient avec celles qui ont été posées à la réunion du Groupe de travail des intervenants des immeubles à logements multiples. Le personnel a répondu à ces questions, et les membres lui ont adressé des commentaires assez positifs et lui ont offert leur aide dans le plan de mise en œuvre et les mises à jour à apporter au contrat.

Pilier 1 : Étendre à tous les immeubles à logements multiples le réacheminement des matières organiques

En 2022, le Conseil municipal d'Ottawa a approuvé la Stratégie de réacheminement des déchets des immeubles à logements multiples, ce qui fait du réacheminement des matières organiques une précondition pour avoir droit aux services de collecte des déchets de la Ville. Depuis 2022, la Ville a intégré, dans le Programme de bac vert, environ 269 immeubles, en travaillant de concert avec les membres du secteur de la gestion immobilière et les résidents pour veiller à ce que ce programme soit compris et adopté avec succès. Si l'intégration volontaire est toujours une option pour les immeubles existants dans la mise en œuvre du Programme de bac vert, ce programme est devenu, en juin 2022 une précondition obligatoire pour les nouveaux immeubles à logements multiples qui veulent se prévaloir des services de collecte des déchets de la Ville. Dans les deux dernières années, le personnel des Services des déchets solides s'est inspiré des commentaires que lui a adressés le secteur de la gestion immobilière et les résidents des immeubles à logements multiples pour éclairer l'élaboration du plan de mise en œuvre.

À l'heure actuelle, les gestionnaires de 1 198 immeubles à logements multiples ont mis en place le Programme de bac vert. Les autres immeubles, au nombre d'environ 1 050, seront intégrés dans le cadre d'un processus qui prévoit quatre paliers entre le troisième trimestre de 2024 et le quatrième trimestre de 2028. On estime à environ 5,6 millions de dollars le coût total de l'intégration de tous les autres immeubles dans le cadre du programme de réacheminement des matières organiques. En 2023, environ 2,6 millions de dollars ont été consacrés aux coûts des bacs verts, ainsi qu'au traitement des matières organiques, à la collecte, aux conteneurs, de même qu'aux efforts de rayonnement et d'information.

L'intégration sera structurée par paliers : on classera les immeubles selon une échelle d'un à quatre points. Dans les paliers, on contactera les gestionnaires des immeubles dans l'ordre alphabétique, et ces gestionnaires établiront l'ordre dans lequel leurs immeubles seront intégrés (dans les cas où le même gestionnaire immobilier est responsable de différents immeubles). La Ville offre l'aide suivante aux propriétaires d'immeubles :

- Les Services des déchets solides aident les gestionnaires d'immeubles à s'intégrer dans les programmes de réacheminement des matières organiques en affectant des inspecteurs des déchets solides aux travaux à mener avec les gestionnaires immobiliers pour organiser les visites sur les lieux, offrir de l'aide dans la mise en œuvre et mettre au point les accords de services.
- Les assistants affectés à l'information environnementale des Services des déchets solides veilleront à donner l'information à tous les gestionnaires immobiliers pour s'assurer que les locataires connaissent et comprennent le nouveau programme et pour veiller à ce qu'une vérification des déchets se déroule dans le délai d'un mois après l'intégration des immeubles pour confirmer la participation et la conformité au programme.

Ce plan de mise en œuvre a été mis au point après avoir consulté les intervenants et a été présenté, comme nous l'avons noté ci-dessus et précisé dans ce rapport, au Groupe de travail des intervenants des immeubles à logements multiples afin de confirmer que les intervenants sont d'accord avec l'approche adoptée.

Pilier 5 : Porter le changement jusqu'au terme du contrat de collecte

La Stratégie de réacheminement des déchets des immeubles à logements multiples définit comme suit le projet pilier 5 : « Porter le changement jusqu'au terme du contrat de collecte ». L'actuel contrat de collecte a été lancé le 1^{er} juin 2020 et est prorogé pour un an, du 2 juin 2025 jusqu'au 31 décembre 2025 pour tous les axes de gestion des déchets, ainsi que du 1^{er} janvier 2026 au 31 mai 2026 pour la collecte des déchets, des matières organiques et des articles encombrants seulement. Le contrat comprend les spécifications sur les conditions selon lesquelles doivent se dérouler les projets de gestion des déchets, des matières à recycler et des matières organiques et les projets spéciaux. Les dispositions prévues pour la distribution des outils destinés aux résidents des immeubles à logements multiples afin qu'ils puissent participer aux programmes de réacheminement des déchets et pour refuser de ramasser les matières déposées dans les conteneurs contaminés pour le réacheminement, qui sont toutes comprises dans l'actuel contrat de collecte, assurent le succès des programmes de réacheminement des déchets dans les immeubles à logements multiples.

Les Services des déchets solides travaillent en collaboration avec l'équipe des Services

de l'approvisionnement et les experts de la question des Services des déchets solides en interne de la Ville, ainsi qu'avec les membres du secteur de la gestion immobilière, pour se pencher sur des possibilités d'amélioration dont la mise en œuvre est pratique et envisageable dans le cadre du prochain contrat de collecte. En outre, le personnel a revu le contrat existant, a fait un tour d'horizon municipal et a déterminé les possibilités d'optimiser la mise en œuvre du prochain contrat de collecte. Le contrat 2026 de collecte pour les immeubles à logements multiples fait l'objet d'une demande de propositions (DDP). La Ville a l'intention de conclure un contrat de collecte selon des conditions standards (pour une durée de sept ans assortie de deux options permettant de proroger le contrat pour une durée d'un an), qui devrait entrer en vigueur le 1^{er} juin 2026.

Le prochain contrat de collecte à conclure pour les immeubles à logements multiples comprendra les trois éléments d'optimisation suivants. Chacun de ces éléments améliorera l'efficacité de la surveillance du contrat et cadrera avec les initiatives du Plan directeur de la gestion des déchets solides approuvé par le Conseil municipal, soit essentiellement les efforts de réacheminement des déchets dans les immeubles à logements multiples.

1. Élimination du service de location des conteneurs à ordures, même si la Ville continuera de fournir les bacs verts dans les immeubles à logements multiples. Les propriétaires d'immeubles auront la possibilité d'acheter des conteneurs à la Ville; les autres conteneurs seront vendus aux enchères;
2. Concordance des opérations de collecte des déchets et des matières organiques dans les immeubles à logements multiples les jours fériés (pour cesser de « reporter » les jours de collecte et pour veiller à ce que les installations de traitement restent ouvertes le samedi);
3. La Ville gèrera les accords de services avec les clients en collaboration avec les propriétaires d'immeubles (ce qui dispensera les entrepreneurs de l'obligation de gérer les accords de services et ce qui permettra de s'assurer que les détails des services sont à jour).

L'entrepreneur de la Ville continuera de ramasser les déchets excédentaires moyennant un supplément (en sus et au-delà des critères d'affectation des déchets) et de recueillir les matières organiques (dans le cadre du Programme de bac vert) et les articles encombrants. On se penchera sur les moyens d'améliorer éventuellement ces services dans le cadre de projets pilotes à réaliser pendant la durée du Contrat de collecte 2026 pour les immeubles à logements multiples.

On s'attend à ce que l'attribution du nouveau contrat de collecte donne lieu, dans le budget, à une pression dont fera état le budget préliminaire de 2026, qui sera présenté au Conseil municipal au quatrième trimestre de 2025. Certains changements planifiés auront pour effet d'amortir les hausses prévues dans le cadre du contrat (frais de

main-d'œuvre réduits grâce à l'élimination de la collecte des matières organiques le samedi), de donner lieu à des prix plus exacts pour les axes de gestion des déchets ramassés (élimination du paiement en fonction du nombre de logements ayant droit au service) et de réduire les frais d'exploitation de la Ville (qui n'aura plus à gérer des actifs vétustes pour la location des conteneurs à déchets).

Les prochaines étapes

Lorsque le Conseil municipal aura pris connaissance de ce rapport, le personnel continuera de mettre en œuvre le pilier 1 de la Stratégie de réacheminement des déchets des immeubles à logements multiples, qui prévoit de rendre obligatoire le réacheminement des matières organiques pour tous les immeubles à logements multiples servis par la Ville.

L'intégration volontaire se poursuivra au deuxième trimestre de 2024, avant que le personnel lance, au début du troisième trimestre de 2024, le plan officiel de mise en œuvre. L'intégration obligatoire des autres immeubles devrait s'achever à la fin de 2028. Le personnel soumettra au Conseil municipal des comptes rendus annuels sous la forme de notes de service qui porteront sur le statut de l'intégration des immeubles.

En ce qui a trait au pilier 5 (Porter le changement jusqu'au terme du contrat de collecte), le personnel des Services des déchets solides finalisera le contrat de collecte 2026 pour les immeubles à logements multiples, qui prévoira les améliorations d'optimisation dont il est question dans le présent rapport. Le personnel appliquera ensuite le processus de passation des marchés publics de la Ville pour attribuer ce marché en prévision de la date du lancement du prochain contrat, le 1^{er} juin 2026.

BACKGROUND

The Province of Ontario classifies multi-residential properties with six or more units as Industrial, Commercial, and Institutional (IC&I) under [O. Reg 103/94 Industrial, Commercial and Institutional Source Separation Programs](#). O. Reg 103/94 places responsibility for the provision of waste programs on the property owner or condominium corporation, meaning municipalities have no statutory role in waste collection and disposal from multi-residential properties with six or more units. However, as per Council direction, the City of Ottawa (like many other Ontario municipalities) has provided service to the multi-residential sector since 1995. Under provincial regulation, multi-residential property owners are required to provide recycling collection at all properties.

In June 1996, the Regional Solid Waste Collection contract came into effect, servicing both curbside and multi-residential properties with garbage and recycling collection. In 2003, Ottawa City Council approved the Integrated Waste Management Master Plan

([ACS2003-TUP-UTL-0001](#)) which identified implementing a source-separated organics program and increasing waste diversion in the multi-residential sector as two priorities. In 2011, the City of Ottawa's Green Bin program was implemented for the multi-residential sector and properties were able to opt-in to the service on a voluntary basis.

Waste Management in Ottawa's Multi-Residential Sector

The City of Ottawa (the City) defines multi-residential properties as a group of residential dwellings containing six or more units under the City's Solid Waste Management By-law ([By-law No. 2012-370](#)). Multi-residential properties include apartment buildings, townhome complexes, stacked townhomes, garden homes and social housing; with the highest proportions of properties located in the urban area of the City, and along the Rideau River. It is worth noting, though, that some properties with more than six units may be serviced under the City's curbside collection contract due to properties not being able to accommodate multi-residential collection conditions (including bin location and logistics, for example).

The City currently provides waste collections services including garbage, recycling, and organics collection to approximately 2,300 multi-residential properties. Reasons for which some multi-residential properties in Ottawa do not receive collections service from the City include:

- The property has chosen to use a private waste hauler;
- The property cannot be accessed by the City's service provider; or,
- The property does not meet the site plan requirements for City waste collection services.

In 2023, Ottawa's curbside and multi-residential residents disposed of approximately 345,901 tonnes of waste from all waste streams, with the multi-residential sector accounting for approximately 17 per cent of that (68,332 tonnes of the total waste collected). Specifically, the multi-residential sector generated 46,105 tonnes of garbage, 10,268 tonnes of recyclable material and 1,564 tonnes of organics material. Of the 2,200 multi-residential properties serviced by the City in 2023, 1,171 sites had a Green Bin program in place, representing 53 per cent of all properties.

In preparation for the development of the Multi-Residential Waste Diversion Strategy, the City of Ottawa completed a Multi-Residential Waste Audit Study in 2019 to understand the composition of waste disposed of in each waste stream. The Waste Audit Study found that 58 per cent of waste disposed of as garbage could have been diverted through the City's waste diversion programs. Green bin organic material represented 39 per cent of the material sent to landfill, while seven per cent consisted of

black bin material and 12 per cent consisted of blue bin material. The audit also found that properties with a Green Bin program in place had an average capture rate of 30 per cent, meaning 70 per cent of food and organic waste was incorrectly thrown in the garbage. Further details on the audit findings can be found in the [Strategy](#).

Garbage collected from multi-residential properties is disposed of at the City's Trail Waste Facility Landfill. As Council is aware, the City has drafted a new [Solid Waste Master Plan](#) (SWMP) which will provide the overall framework, direction, and goals for solid waste management, diversion and reduction over the next 30 years. A Council-approved goal of the SWMP is to extend the life of the Trail Waste Facility Landfill significantly beyond its existing anticipated end of life. It is estimated that a new landfill or an alternative technology for waste management and processing could cost upwards of \$500 million. This valuable City owned-and-operated asset is expected to reach capacity within the next decade if waste diversion efforts do not increase. Numerous projects and initiatives are currently underway to increase waste diversion and optimize the remaining space at the Trail Waste Facility Landfill; the Multi-Residential Waste Diversion Strategy is just one of them.

The multi-residential sector faces various barriers and challenges to using recycling and organics programs which results in low diversion and capture. Multi-residential waste diversion is influenced by residents and tenants responsible for sorting their waste and participating in recycling and organics programs, as well as the property management sector that is responsible for delivering waste management programs, communicating with and educating residents and tenants, and complying with provincial regulations and targets. Barriers and challenges consist of a combination of intrinsic and extrinsic factors that deter or make it difficult for residents, tenants, and property staff to participate in or deliver waste management programs.

A main barrier for participating in the Green Bin program is space, and unfortunately, many multi-residential properties in the City were designed with limited or no space to accommodate waste diversion programs. Approximately 65 per cent of properties in the City were built before 1990 when recycling programs were not a mandated requirement under provincial regulations. Additionally, 84 per cent of all multi-residential properties in the City were constructed before 2012 when the City's Solid Waste Collection Guidelines for Multi-Unit Residential Development was implemented, which set the requirements for waste management planning at all multi-residential properties receiving City collection services. Though these guidelines have ensured all new developments are designed with adequate space for garbage, recycling, and green bin containers, they do not apply to properties built before 2012.

An important consideration is that existing barriers and challenges are not mutually exclusive: many barriers and challenges occur simultaneously and across stakeholder

groups. Addressing the challenges independent of one another will not necessarily lead to increased diversion. This further bolstered the need for an integrated and strategic approach for developing a strategy for multi-residential waste diversion. This, in conjunction with the goal of the Solid Waste Master Plan to extend the life of the Trail Waste Facility Landfill, and to optimize existing waste diversion programs offered by the City of Ottawa, led to Solid Waste Services staff developing the Multi-Residential Waste Diversion Strategy.

Multi-Residential Waste Diversion Strategy

In April 2022, Ottawa City Council approved the Multi-Residential Waste Diversion Strategy ([ACS2022-PWD-SWS-0001](#)). As outlined above, the multi-residential sector provides a significant opportunity to increase participation in existing City waste diversion programs to divert as much unnecessary waste as possible away from the Trail Waste Facility Landfill. The strategy provided an overview of the various government legislations that influence waste management and diversion in the multi-residential sector and highlighted various tactics and projects underway to support property owners, managers, and superintendents to overcome challenges to delivering waste services and programs to residents. Details on the various factors and barriers to waste management in the multi-residential sector can be found within the [strategy](#). At a high-level, some pieces of legislation that influence and govern the multi-residential sector include:

- The [Strategy for a Waste-Free Ontario: Building the Circular Economy](#) which focuses on the concept of a circular economy which aims to eliminate waste, not just from recycling processes, but throughout the lifecycles of products and packaging. Additionally, this Strategy sets Province-wide goals including 50 per cent waste diversion by 2030 and zero greenhouse gas emissions from the waste sector.
- [Ontario's Food and Organic Waste Policy Statement](#), issued under section 11 of the *Resource Recovery and Circular Economy Act, 2016*, which provides direction that all multi-residential properties shall provide collection of food and organic waste to their residents and sets 50 per cent food waste reduction and recovery targets for multi-residential properties by 2025. This policy statement also seeks to eliminate food and organic waste from landfills by 2030; and,
- The [Provincial Transition of the Blue Box Program to Individual Producer Responsibility](#) which makes producers of products and packaging environmentally accountable and financially responsible for recovering resources and reducing waste associated with their products and package after consumers have finished using them.

Improving waste diversion at multi-residential properties is also informed or influenced by numerous other City initiatives. Specifically, the Multi-Residential Waste Diversion Strategy supports the Energy Evolution and Climate Change Master Plan targets and initiatives, including the call for 98 per cent organics diversion from landfill and 100 per cent of paper material diversion to achieve Council-approved greenhouse gas emission reduction targets.

With regards to the challenges and barriers faced in the multi-residential sector when it comes to participating in diversion programs, residents identified inconvenience as the top barrier to participating in diversion programs. Additionally, access to diversion programs and no or limited space for diversion bins were also identified. The “yuck” factor – the belief that diversion programs are smelly, messy, and gross and that they attract bugs and vermin – was also identified as a barrier, as well as lack of understanding or awareness of programs. Challenges and barriers identified by multi-residential property managers were along the same lines, identifying limited space for waste programs, smells and pests, and tenants not properly participating, as reasons for low waste diversion program participation at their properties. Further details on the challenges and barriers faced in the multi-residential sector can be found within the [strategy](#).

To overcome obstacles in the multi-residential waste management sector, a total of five project pillars were identified. Each of which were developed using extensive industry and literature research, stakeholder input and engagement to align with the Council approved Vision, Goals and Guiding principles of the City’s new Solid Waste Master Plan.

- **Pillar 1: Expanding Organics Diversion to all Multi-Residential Properties:** This project pillar sets to expand organics diversion to all multi-residential properties receiving collection services from the City of Ottawa.
- **Pillar 2: Enhancing Promotion & Education:** As Council is aware, promotion and education (P&E) initiatives are fundamental elements of municipal waste programming. Municipalities develop and deliver P&E initiatives to educate residents, encourage behaviour change, and increase participation in waste diversion programs. This project pillar uses feedback from market research and public engagement to gain a better understanding of the factors that influence participation in diversion programs. This project explores opportunities to build on and enhance current P&E initiatives by increasing outreach to the multi-residential sector. This involves incorporating proven, evidence-based tactics to increase resident knowledge and awareness of waste diversion programs and support behaviour change.

- **Pillar 3: Exploring Pilots:** Residents living in multi-residential properties, the property management sector, and City staff have identified barriers and challenges to multi-residential waste management that could be addressed through new technologies or collection approaches that would require research, funding, and piloting. This project pillar allows the City to explore and advance new management and diversion techniques in the multi-residential sector and address the barriers and challenges identified through public engagement.
- **Pillar 4: Dedicating and Redesigning Space for Waste Disposal Programs:** This project pillar explores opportunities to overcome design challenges in both new and existing properties to reduce participation barriers associated with property design. As the biggest barriers identified by residents are access and convenience, this project sets to enhance waste management design requirements for new infill housing and missing middle housing developments (six or more units) that consider their unique property and building design. It also explores opportunities to address these barriers at existing properties where it is currently difficult to offer waste diversion programs.
- **Pillar 5: Driving Change Moving Forward through the Collection Contract:** Collection services for the City of Ottawa are contracted out in accordance with the service standards established by City Council, which are guided by provincial legislation. As the City's waste program continues to evolve, there are opportunities to enhance the multi-residential waste management program through provisions in the collection contract. This project explores opportunities to add contract specifications to the next Multi-Residential City Facilities Collection Contract that build on the success of the current contract and continue to promote waste diversion, efficient waste collection, and a successful multi-residential waste program.

Engagement and Feedback Supporting the Strategy

Stakeholder engagement was essential throughout the development of the Multi-Residential Waste Diversion Strategy. Members of Council, multi-residential residents, members of the multi-residential property management sector and members from various stakeholder groups all played instrumental roles in developing and validating the above- listed project pillars.

In [2018](#) and [2020](#), staff retained Hill and Knowlton (H+K) Strategies to conduct market research on resident's attitudes and behaviours towards solid waste management, which identified factors within the community that influence waste management, including socio-economic factors, attitudes and behaviours of residents, and dwelling

configuration. Findings of this research are explained in detail in the Multi-Residential Waste Diversion Strategy legislative report ([ACS2022-PWD-SWS-0001](#)).

In 2018, staff formed a Multi-Residential Working Group to solicit feedback regarding the unique challenges property managers face with waste diversion and identify opportunities and solutions to address the challenges. The City invited members of the property management sector to participate and had 35 participants from organizations representing approximately one-third of all multi-residential properties serviced by the City of Ottawa attend at least one of the three meetings in 2019 to discuss challenges and opportunities to increase waste diversion (with a focus on green bin participation). The Multi-Residential Working Group also proved valuable by offering potential solutions for identified barriers, and through participation on a discussion panel to support successful Green Bin programs at multi-residential properties.

Additional attempts made by the City to increase participation in waste diversion programs based on feedback from the engagement sessions included the introduction of plastic bag liners in 2019 (addressing the 'yuck', smell and pests concern); and, in 2020, when changes were made to the collection contract to allow for collection vehicles to come onsite to collect organics as opposed to requiring properties to have their green bin set at the curb. The contract changes in 2020 supporting properties onboard to the Green Bin program that may otherwise have struggled to do so due to space constraints. Through this contract, the City also introduced 360 litre carts for garbage and recycling that could be used instead of larger front-end loading collection bins to alleviate space constraints at some properties.

Further stakeholder input and advisement has been sought and used since the Multi-Residential Waste Diversion Strategy was approved in 2022; details of which can be found in the Discussion section below.

Current Multi-Residential Collection Contract

The City of Ottawa's Multi-Residential Collection Contract, formally referred to as the Multi-Residential and City Facilities Collection Contract, services both multi-residential properties and City facilities. The current contract was set to expire on June 1, 2025 but was extended for one year with the current contractor to accommodate the Blue Box Program's transition period to Individual Producer Responsibility ([ACS2023-PWD-SWS-0002](#)). The collection contract is now in effect from June 2, 2025 until December 31, 2025 for all waste streams and from January 1, 2026 until May 31, 2026 for garbage, organics and bulky items collection only. As Council is aware, residential recycling collection no longer falls to the responsibility of municipalities. Because of this, the collection of recycling materials will be removed from the waste streams collected under the City's waste collection contracts starting in 2026.

The current collection contract provides the following services:

- Weekly green bin collection (household organics and Leaf and Yard Waste);
- Weekly and on-call service for yard waste collection from City Facilities;
- Weekly collection of both recyclable streams (glass-metal-plastic items and fibre materials);
- Weekly collection of garbage;
- Biweekly collection of bulky items;
- Front End Loading (FEL) Garbage container rental to multi-residential properties, at a set fee and paid directly to the collection contractor by the property owner;
- Additional collection of garbage, above and beyond the waste allocation set by the City, at a set fee and paid directly to the collection contractor by the property owner; and,
- Handling services (i.e., winching or pull-out) for garbage containers, at a set fee and paid directly to the collection contractor by the property owner.

As Council will recall from the 2026 Residential Curbside Collection Contract legislative report ([ACS2023-PWD-SWS-0004](#)), exploring options for enhancing collections in order to increase efficiencies or minimize cost increases, is a standard for Solid Waste Services prior to procuring new collection contracts. With the current contract for multi-residential waste collection set to expire within the next two years, this presents an opportunity for the City to:

- Explore potential opportunities to increase operational efficiencies;
- Drive service innovation;
- Mitigate risks to the City; and,
- Determine how best to continue providing collection services.

Staff were able to leverage the findings of the municipal scan done for the 2026 Residential Curbside Collection Contract and expand them to apply for the multi-residential sector for the new multi-residential waste collection contract. Additionally, staff worked with Procurement Services and Legal Services to understand what procurement strategy options would be appropriate for soliciting interest from vendors for the next multi-residential waste collection contract. Staff also consulted with property owners on proposed changes being considered for the next collection contract to

understand implications on multi-residential properties and their tenants. Furthermore, staff ensured that options explored align with the Multi-Residential Waste Diversion Strategy and support the goals for the Solid Waste Master Plan.

To recap, in 2022, Ottawa City Council approved the Multi-Residential Waste Diversion Strategy ([ACS2022-PWD-SWS-0001](#)) including five Project Pillars to support the strategy. Through the 2022 report, Council directed staff to return with an implementation plan for onboarding all multi-residential properties serviced by the City to an organics diversion program, including a detailed cost analysis for this implementation, in relation to Pillar 1 of the strategy. The purpose of this information report is to provide the implementation plan and cost analysis for onboarding multi-residential properties to an organics diversion program, as they pertain to Pillar 1, and provide an overview of actions taken in support of Pillar 5 *Driving Change Moving Forward through the Collection Contract*.

DISCUSSION

The purpose of this report is to provide Council with an update on Pillar 1, including the detailed cost analysis and implementation plan and timeline for onboarding all remaining multi-residential properties to a mandatory organics diversion program, as committed to through the 2022 Council-approved Multi-Residential Waste Diversion Strategy ([ACS2022-PWD-SWS-0001](#)). This report specifically speaks to the roll-out of the City's Green Bin Program to multi-residential properties (Pillar 1), although options for alternate organics diversion programs and pilots are still being considered (through Pillar 3). Through this report staff are also providing, for information, the operational enhancements being made to the next multi-residential collection contract, starting June 1, 2026, as they pertain to Pillar 5 of the strategy. Work on the remaining Pillars continues and updates on progress and success stories will be provided to Council as soon as practicable.

Pillar 1: Expanding Organics Diversion to all Multi-Residential Properties

Ottawa's Green Bin program was expanded to multi-residential properties in 2011 and there has been strong interest from members of Council and residents to introduce the program at all multi-residential properties serviced by the City. In 2022, Ottawa City Council approved the Multi-Residential Waste Diversion Strategy making organic diversion a pre-requisite to receiving City Waste collection services. At the time of the strategy's approval, approximately 929 multi-residential properties serviced by the City of Ottawa were participating in the Green Bin program.

Since 2022, the City has onboarded approximately 269 more properties to the Green Bin program, working with members of the property management sector and residents to ensure the program is understood and successfully adopted. While voluntary

onboarding continues as an option for existing properties to implement the Green Bin program, as of June 2022, it became a mandatory prerequisite for new multi-residential properties receiving City waste service collections. Over the last two years, Solid Waste staff have used feedback heard from the property management sector and residents in multi-residential properties to inform the development of the implementation plan.

As of April 2024, 1,198 multi-residential properties serviced by the City of Ottawa have a Green Bin program in place. It is worth noting that this number includes new properties onboarded to City waste collection services since the Multi-Residential Waste Diversion Strategy was approved in 2022, meaning a portion of this number is due to natural growth. Onboarding plans for rolling out the Green Bin program to the remaining approximately 1,050 properties serviced by the City are outlined below.

Detailed Implementation Plan

The implementation plan will see the Green Bin program rolled-out to all remaining multi-residential properties receiving City collection services between Q3 2024 and Q4 2028. This schedule supports multi-residential properties in meeting their regulatory requirement to provide collection of food and organic waste to their residents and to working towards achieve targets set by the Province as outlined in the Background section of this report.

Additionally, and as also outlined above, this strategy supports the City's Energy Evolution Strategy as increasing organic waste diversion will directly support the City in reducing greenhouse gas emissions.

The onboarding process will be implemented using a tiered approach, phased in over four years, that prioritizes buildings with additional regular garbage collections, then targets smaller buildings, ending with larger buildings. This approach is focused on helping properties take advantage of the green bin, to encourage waste diversion which will cause a reduction in the amount of garbage properties currently produce. An increase in organics diversion will reduce the amount of garbage, and associated additional collection costs, that properties that do not currently use the green bin regularly incur.

The first tier of properties to be onboarded are those that currently receive regular garbage collection, and additional garbage collection (above and beyond the regularly scheduled collections). The rationale for prioritizing the onboarding of these specific properties is directly related to the amount of garbage being disposed of, and the requirement of additional paid collections at these properties. It is anticipated that a Green Bin program implementation will aid in waste diversion and could reduce the need for additional garbage collections, reducing costs for these properties. Staff will

work to onboard Tier 1 properties through 2024 and into 2025.

Through 2025 and 2026, second tier properties will be onboarded. Properties in Tier 2 include sites that receive regular collections and have under 100 units. It is anticipated that small and mid-size properties (between 6 and 99 units) will transition more smoothly to the organics program due to the layout/configuration of low rise and smaller high-rise properties and their ability to accommodate the green bin on site.

It is expected that larger properties (100 units or more) will require more work to onboard to the organics program, due to the configuration of large high-rise building and the anonymity afforded by these properties, which tends to deter waste diversion as all waste streams are often disposed down chutes. As such, staff have identified Tier 3 properties as those that receive regular collections and have over 100 units. The onboarding for Tier 3 properties will take place over 2026 and 2027 which aligns with the Provincial Transition to Individual Producer Responsibility. With recycling no longer under the responsibility of the City, Solid Waste Services anticipates additional operational resources being available to support onboarding these larger properties.

The final tier, scheduled for onboarding over 2027 and 2028, will focus on properties that cannot be onboarded within Tiers 1-3 due to their built environment, as identified through self-identification and confirmed through a site visit by a Solid Waste Inspector. This generally includes older buildings with limited or no space for waste diversion bins. These properties will be assessed by a Solid Waste Inspector and worked with on a case-by-case basis; diversion plans will be determined and agreed to, and set out the property specific implementation plan for organics (since immediate Green Bin program implementation is not a viable option). Solid Waste Services will work with properties to determine alternative options for organics diversion, with the intention to have some form of waste diversion available in all multi residential properties by the end of 2028.

The anticipated onboarding schedule for organics diversion programs is outlined below in Table 1. It is important to note that this schedule assumes roll out begins in Q3 2024 and onboarding is done progressively. The schedule, however, is subject to change as tiers and the properties that fall within each could change as roll-out begins. Reasons for potential change include properties taking longer to onboard or uptake in the program, requiring additional support from Solid Waste. Annual updates will be provided to Council via memo to advise on roll-out progress.

Table 1: Organics Program Roll-Out Schedule

Tier	# of properties total	Schedule	Onboarding by year*
1	220	Q3 2024 - Q2 2025	2024: 140 Tier 1 2025: 80 Tier 1
2	650	Q2 2025 - Q3 2027	2025: 195 2026: 260 2027: 195
3	180	Q4 2027 - Q2 2028	2027: Tier 3 2027: Tier 4
4	To be determined	Q2 - Q4 2028	2028: To be determined (through self identification)

**This column shows the anticipated number of properties that could be onboarded based on working days, existing resources and holidays.*

City Supports for Onboarding Properties and Residents

As per Council's approval of the Multi-Residential Waste Diversion Strategy and as outlined in report [ACS2022-PWD-SWS-0001](#), staff immediately began exploring promotion and education initiatives based on industry best practices and literature research outlined in the strategy and incorporated them into the Solid Waste Services annual public outreach and communication planning.

One of such initiatives included the development of a temporary education and outreach program to coincide with mandatory roll-out of organics in an effort to encourage behavioral change and waste diversion. The program is comprised of a temporary part-time team of Environmental Education Assistants (EEAs) that assist in promoting and educating residents about the City's Green Bin program through door-to-door canvassing, lobby booths and attendance at community events to deliver information and answer questions about the Green Bin program. The primary objectives of the EEA program are as follows:

- Encourage and promote green bin participation amongst multi-residential residents.
- Increase program knowledge of multi-residential organics and other City waste diversion programs and reinforce participation in green bin waste and diversion initiatives.

- Increase organic tonnages collected from onboarded MR properties.
- Complete visual waste audits for properties to assess program uptake, level of usage and contamination of the organics program.
- Decrease the amount of organic waste sent to the Trail Road Landfill site to increase lifespan and reduce Green House Gas (GHG) emissions.

EEAs are equipped with communications material in different languages, that use helpful graphics to support resident reception of information. Material includes key messaging derived based on the Hill & Knowlton market research data, as referenced in the Background section above.

This team of EEAs receives extensive training to help prepare them to engage with all residents of all ages and demographics. EEAs go door-to-door, delivering in-unit kitchen containers. The in-unit kitchen containers include a brochure to explain what items should go in what waste bin which can support residents in understanding the new program offering. Units that are not home will receive a door knocker / door sticker indicating that they missed a visit about the Green Bin program and can receive their kitchen container from the Property Manager.

Whereas the EEAs focus on supporting participation in the Green Bin program and the habit changes needed to increase uptake, Solid Waste Inspectors work closely with the property managers (as they do currently through the voluntary onboarding) to ensure the initiation of this new program offering is successful. Ways by which Solid Waste Inspectors support property managers includes:

- Suggesting waste room improvement options and/or providing advice on waste room configurations;
- Finding appropriate/alternative locations for disposal containers on site;
- Providing different container sizes (240L/ 80L) depending on building needs and space considerations;
- Providing additional containers;
- Suggesting improvements for green bin visibility and accessibility on site;
- Providing additional signage or offering alternative signage; and,
- Recommending garbage chute closures to support a change in residents' disposal habits.

Compliance and Performance Monitoring

Staff will continue to work collaboratively with the property management sector to support the onboarding process, though it is anticipated some properties will refuse to onboard to an organics diversion program. A compliance plan will be implemented to manage properties that refuse to participate in the organics diversion program following the mandatory roll-out of their building tiers. If properties refuse to collaborate with the City to onboard to the Green Bin program, following the City's efforts to coordinate the onboarding, properties will be removed from regular collection service. Regarding ongoing performance monitoring, once properties are onboarded, diversion will be monitored through organics tonnages, regular visual audits taken by the Environmental Educational Assistants and through formalized 4-season waste audits. Mitigations will be implemented as required to address compliance issues, through contractual mechanisms and the solid waste by-law.

Stakeholder Engagement

On March 5, 2024, in anticipation of this report to Council, Solid Waste Services staff met with the City's Multi-Residential Working Group which is made up of property management staff from the multi-residential sector, as well as multi-residential residents. A total of 34 members attended the meeting to learn progress updates on the Multi-Residential Waste Diversion Strategy. The working group received an update on the implementation plan to onboard all remaining multi-residential properties serviced by the City to the Green Bin program, and received an overview of the enhancements being made to the 2026 Multi-Residential Collection Contract.

During this meeting, property managers feedback focused on the following considerations related to implementing an organics program in their buildings:

- Additional resources required to manage resident green bin use;
- Refusal to onboard repercussions;
- Space considerations;
- Residents not using existing diversion programs;
- Accessibility; and,
- Pests, mess & yuck factor.

This feedback was raised in previous engagement sessions and considered prior to the development of the implementation plan. Regarding additional resources, the City has developed a dedicated education and outreach program, free of charge to ensure the multi-residential properties are successful with implementing the Green Bin program. Regarding space considerations, Solid Waste Services has developed a Tier 4 option

that allows for properties that have spatial constraints that prevent them from being able to onboard within Tiers 1-3 to work with the City to establish a diversion plan that will work for the property and that can be adapted over time. Regarding accessibility, Solid Waste Inspectors offer support and advice regarding bin placement and waste room configurations to improve access to and the visibility of the green bin on site. Regarding the yuck factor, the City now permits plastic bag liners and offers weekly collection services, both of which address issues that ultimately cause smell, mess, and pests.

On March 20, 2024, staff presented the implementation plan for onboarding properties to an organics diversion program to the Eastern Ontario Landlord's Association at their bi-annual general meeting and answered questions related to the plan and onboarding process. Dozens of members attended and lines of questioning were consistent with those raised at the Multi-Residential Working Group meeting. Staff fielded questions and received relatively positive feedback and support from members for the implementation plan and contract updates.

Financial Analysis

Through the approved Multi-Residential Waste Diversion Strategy ([ACS2022-PWD-SWS-0001](#)), Ottawa City Council directed staff to finalize the detailed cost analysis and implementation plan for onboarding all remaining multi-residential properties to a mandatory organics diversion program. By allowing the financial analysis to follow the approval of the Strategy, Council permitted staff to have critical conversations with stakeholders and gain a better understanding of the time and funding it would take to implement the mandatory roll-out.

The total 2024 budget for Solid Waste Services is \$113.5 million, with organics diversion programs making up \$37.7 million of this amount. The estimated cost for implementing the mandatory organics program at remaining multi-residential properties serviced by the City is approximately \$5.6 million over the next four years, as outlined in Table 2 below. This cost is inclusive of waste collection and processing services, outreach and communication, and the supply of green bin containers.

*Table 2. Financial Analysis of Mandatory Organics Roll-Out**

Year	Total Per year
2024	\$ 900,000.00
2025	\$ 1,200,000.00
2026	\$ 1,200,000.00

Year	Total Per year
2027	\$ 1,200,000.00
2028	\$ 1,100,000.00
Total:	\$ 5,600,000.00

**Figures in table have been rounded to the nearest \$100,000*

Funding to support property onboarding in 2024 was approved by Council as part of the 2024 budget. Future funding approval will be sought through the City's annual budget process, at which time, estimates will be adjusted to better reflect the anticipated costs for onboarding during that year. It is important to note that Finance Services has incorporated these costs into the Solid Waste Long Range Financial Plan which will be tabled for Council approval in June 2024.

Pillar 5: Driving Change Moving Forward through the Collection Contract

Ottawa's Multi-Residential Collection Contract

The Multi-Residential Waste Diversion Strategy identified 'Driving Change Moving Forward through the Collection Contract' as Project Pillar 5. The current collection contract began on June 1, 2020 and is being extended for 1-year from June 2, 2025 until December 31, 2025 for all waste streams and from January 1, 2026 until May 31, 2026 for garbage, organics and bulky items collection only. The contract includes specifications regarding the conditions to which garbage, recycling, organics, and special projects are to be carried out. Provisions for distributing tools for residents of multi-residential properties to participate in waste diversion programs, and refusing collection of contaminated diversion containers, all of which are written into the current collection contract, support the success of multi-residential waste diversion programs.

As stated in the 2022 the Multi-Residential Waste Diversion Strategy ([ACS2022-PWD-SWS-0001](#)), Pillar 5 set to explore opportunities to promote waste diversion, efficient waste collection, and a successful multi-residential waste program. Some options explored include:

- Industry best practices in contract development to support waste diversion.
- Efficient delivery of service and best value for taxpayer dollars.
- Contract specifications to support more cost-effective waste collection for waste audits and other special pilot projects.

- Opportunities for the contract to support recommendations approved in the Solid Waste Master Plan.
- Opportunities for improved performance measurement and monitoring, such as collecting organics tonnages from each property.
- Regular delivery of in-unit recycling bags and organics kitchen containers to properties, as needed, versus a one-time supply.
- Requirements for property staff to sign waste diversion plans and commitments upon renewal of collection services.
- Need for and feasibility of multiple green bin pickups each week, optional green bin cleaning service, carbon filters on green bin to reduce smell, and alternative collection containers to accommodate operational needs.

This project pillar prioritizes how the City can encourage waste diversion and remove barriers identified by the property management sector by adding and modifying contract specifications.

Solid Waste Services has been working with the City's Procurement Services team, internal Solid Waste subject matter experts, and members of the property management sector to explore enhancement opportunities that are practical and possible for implementation through the next collection contract. Additionally, staff have reviewed the existing contract, completed a municipal scan and have determined opportunities for contract optimization for implementation in the next collection contract. The 2026 multi-residential collection contract is being procured under a Request for Proposal (RFP). The City intends to secure a standard-term collection contract (seven plus two one-year extension options), expected to begin June 1, 2026.

Changes and Enhancements for Next Contract

The next collection contract for multi-residential properties will come into effect starting on June 1, 2026. The following three contract optimization options were explored to improve the efficiency of the contract oversight and to align with the Council-approved Solid Waste Master Plan initiatives, specifically the waste diversion efforts at multi-residential properties.

Garbage Container Rentals

The first of three contractual changes focuses on garbage container rentals. Currently, the City owns front end loading (FEL) garbage/fibre/glass, metal and plastics (GMP) containers and is responsible, under the current contract, to oversee the maintenance, replacement and/or supply of additional container requests. The FEL garbage

containers are leased to multi-residential properties and the contractor is responsible for bin maintenance, repairs, repainting and modifications of these City-owned FEL garbage containers. Properties may own garbage containers and currently, nearly 50 per cent of properties own their own garbage containers.

The service offering of garbage rental containers creates a cost burden to the City. In addition to maintaining an asset inventory and provide bin delivery, the City also must manage the maintenance of bins. To alleviate the City from this service offering, the next collection contract, will no longer include the option of FEL garbage container rental services from the City. As a result of this change in service offering, the City will work with property owners to negotiate the sale of rental assets, already in place and in use, at multi-residential properties – where possible. Any anticipated revenues from the sale of containers will be used to minimize anticipated contract cost increases.

It is also important to note that this change solely impacts FEL garbage containers. The change also aligns with the Province of Ontario's transition of the Provincial Blue Box program's shift to Individual Producer Responsibility ([ACS2023-PWD-SWS-0002](#)), where recycling containers will be supplied to multi-residential properties by the contractor collecting recycling materials on behalf of producers. It should be noted that containers for green bin organics will continue to be provided to multi-residential properties to ensure participation in the City's organics program. This change aligns with other municipalities, such as the City of Markham and the Regional Municipality of Peel, who provide multi-residential properties with waste diversion containers but require property owners to be responsible for their garbage collection containers.

Although the City is removing the rental service offering, the City will still, under contract, be responsible for setting the allocation quantities for garbage. This means that property owners will be required to equip their properties with the number of garbage bins advised by the City, and it will be the responsibility of the property owners to procure those bins prior to the commencement of the next collection contract .

Collection Schedule

The second change to the 2026 multi-residential collection contract impacts the schedule for organics collections at multi-residential properties. Currently, waste streams are collected by the City's contractor on a 5-day collection schedule, between 7:00 AM and 6:00 PM. If recycling and organics collection falls on a statutory holiday, which include Family Day, Good Friday, Easter Monday, Victoria Day, Canada Day, Ontario Civic Holiday, Labour Day, Thanksgiving Day, Christmas Day, and New Years Day, collection gets pushed to the next day. This typically requires processing facilities to open on Saturdays to accommodate waste collected as a result of push weeks. For garbage collection, however, services are only pushed out if collections fall on

Christmas Day or New Year's Day.

In order to minimize the need for processing facilities to operate on Saturdays following weeks with statutory holidays, and to support the greater roll out and anticipated increased participation in the green bin program, starting June 1, 2026, the City will collect organics at multi-residential properties on statutory holidays as well as garbage. This will also eliminate the need for a push day on Saturdays, currently for organics only, following most statutory holidays. This will coincide with the collection schedule for garbage, which only experiences push weeks when Christmas Day and New Years Day fall on a weekday. It is anticipated that this change will result in cost savings at facilities as they no longer need to staff operations on Saturdays. Additionally, it will simplify collections services for properties with organics and garbage collections now abiding by the same schedule.

Customer Service Agreements

The final change for the 2026 multi-residential contract involves control over Customer Service Agreements (CSAs); documents that detail levels of service (i.e., quantity and sizes of containers, collection frequency, handling distances, property owner, etc.) and authorizes access to the properties. Currently, CSAs are the responsibility of the contractor and must be completed one month before the commencement of a contract with a property. A CSA is completed following an on-site visit by the contractor to the property before the start of the contract, must be signed by both the contractor and the property owner, with a copy sent to the City. Furthermore, CSAs must be updated by the contractor, as required during the term of the contract, after a change to the agreement is decided on.

There have been numerous issues with how the CSAs are currently managed, including:

- Service changes not being updated in the CSA, potentially making the City liable for the service details
- Contractor has included legally binding statements that have caused issues with service at properties, including suspension of services due to non-payment
- Missed opportunity for the City to get multi-residential property owners' commitment to waste diversion

Through the new multi-residential collection contract, the City of Ottawa will assume responsibility of CSAs, meaning the documents will be maintained in-house. This will mitigate current issues being experienced with the contractor handling CSAs by:

- Ensuring service details are kept up-to-date;

- Adding waste diversion commitments for the property owner (with their agreement); and,
- Eliminating liability concerns relating to contractor-imposed terms and conditions.

This change will result in additional administrative work for Solid Waste Services staff that will be done using existing staffing and resources. The development of more efficient processes for tracking changes to the CSAs will be considered as part of the contract implementation phase.

Status Quo Services

Several other items were reviewed by personnel in preparation for the procurement of the 2026 multi-residential contract and will remain the same in the next collection contract. These include:

- The provision of additional garbage collection services (offering garbage collection services above-and-beyond the contracted allocation when requested by the property manager, for an additional fee);
- The potential of increasing the collection schedule for organic material (currently done on a weekly basis);
- The process for bulky waste item collection (currently provided on a bi-weekly basis, as a call-in service, following curbside collection in the multi-residential neighbourhood); and,
- The handling (or pull-out) services for waste and green bin containers (as this service is currently performed by contractors).

Further contract improvement opportunities to align with Solid Waste Master Plan initiatives will be explored through possible pilot projects, pending Council approval, during the term of the 2026 multi-residential collection contract and implemented in accordance with the change management provisions of the contract.

Financial Analysis

In terms of Pillar 5, the procurement of the new collection contract is expected to result in a budget pressure which will be identified in the Draft Budget for 2026 – presented to Council in Q4 2025. A municipal scan of recent waste collection contracts indicates new contracts have experienced price increases which are mainly attributed to inflationary pressures on the costs of fuel, equipment, and labour. Some of the planned changes will result in mitigating the expected contract increases (reduced labour costs resulting from the elimination of organics collection on Saturdays), more accurate pricing for the

waste streams collected (eliminating payment by the number of units eligible for service) and reduced operating costs for the City (no longer managing aging assets for garbage container rentals).

Next Steps

Following Council's receipt of this report, staff will finish implementing Pillar 1 of the Multi-Residential Waste Diversion Strategy, making mandatory organics diversion for all multi-residential properties serviced by the City a requirement.

Voluntary onboarding will continue through Q2 2024, prior to staff launching the official implementation plan beginning in Q3 2024.

As outlined earlier, mandatory onboarding of remaining properties is expected to be complete by the end of 2028. Staff will provide annual updates to Council via memo on the status of property onboarding.

With regards to Pillar 5: Driving Change Moving Forward through the Collection Contract, staff will finalize the 2026 multi-residential collection contract which will include the optimization enhancements as outlined in this report. Staff will then follow the City's procurement process to award the contract ahead of the next contract start date on June 1, 2026.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the report recommendations. Expenditures required in 2024 were approved as part of the 2024 Budget. Expenditures required in future years will be submitted for Council approval as part of the annual budget process in those years.

LEGAL IMPLICATIONS

There are no legal impediments to Committee and Council's receipt of this report.

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.

CONSULTATION

Extensive consultation took place with members of Council, members of various stakeholder groups, Solid Waste subject matter experts, and residents from the multi-

residential sector to develop the 2022 Council-approved Multi-Residential Waste Diversion Strategy. Through the development of this Multi-Residential Waste Diversion Strategy Update report, staff further consulted with members of a specific stakeholder group – the Multi-Residential Working Group – to learn their feedback and questions on the plan to roll-out organics diversion programs to all multi-residential properties serviced by the City of Ottawa. Members of this group also learned of the enhancements coming to the waste collection contract, starting in 2026, and had an opportunity to ask clarifying questions.

ACCESSIBILITY IMPACTS

Many people with disabilities in Ottawa choose to live in the urban centres, which have many multi-residential properties, due to their close proximity to stores, medical centres and other necessary amenities. Many people with disabilities also choose to live in multi-residential properties due to the general accessibility of the spaces, such as wide, accessible entryways and lobbies, access to elevators, and barrier-free access to all rooms in apartments.

However, many waste rooms in these multi-residential properties are small and often lack accessible features, such as an automatic door opener and a wide enough turning radius for those in mobility devices to enter the room. Additionally, lifting and moving recycling or green bins and bags can equally be difficult for many people with disabilities, which limits their ability to independently dispose of their waste.

As previously mentioned in the report, feedback about the program expansion stated that some properties do not have the space to introduce the Green Bin program and it would be difficult to repurpose existing infrastructure for new methods of disposal. A repetitive theme from all engagement discussions was the need for the City to work with the property management sector to ensure success in the roll-out of the Green Bin program to all multi-residential properties. This would include encouraging Property Management groups to consider how their residents with permanent or temporary disabilities would access these services.

Through the development of the 2022 Multi-Residential Waste Diversion Strategy, staff performed extensive engagement with stakeholders, such as the Accessibility Office and the Accessibility Advisory Committee, to receive feedback on the development of this strategy, as well as to understand existing barriers and challenges to using diversion programs from an accessibility perspective. This contributed to the implementation of the five project pillars in considering the unique needs and feedback from residents with disabilities, and support reducing barriers and challenges faced by these residents.

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 multi-residential contract. Ultimately, this strategy looks to extend the life of the Trail Waste Facility Landfill by limiting the amount of organic waste wrongfully being sent to landfill which will in turn reduce greenhouse gas emissions.

CLIMATE IMPLICATIONS

In accordance with the City of Ottawa's Climate Change Master Plan approved by Ottawa City Council January 29, 2020, the City established new targets to reduce carbon emissions by 100 per cent – by 2040 as a corporation and by 2050 as a community. The City's Energy Evolution Strategy was developed, which provides the framework that will enable Ottawa to achieve the Council-approved long-term GHG emission reduction targets. A significant increase in organics diversion from landfill is required to meet the Council-approved target of 98 per cent diversion of organic material from landfill. While many actions, including significant resident behaviour change, will be required to achieve this goal, an important step is rooted in the onboarding of all multi residential properties to the City's green bin program to allow residents the ability to divert organic waste from landfill.

Multi residential buildings currently divert approximately 17 per cent (2023 diversion rate) of waste from the landfill, compared to 54 per cent diversion (2023) seen in the curbside residential sector. Approximately 39 per cent (2019 Waste Audit) of the waste generated by the multi-residential sector is composed of food and organic waste which could be diverted away from landfill. As such, there is a significant opportunity to increase organics diversion in the multi residential sector, which will in turn reduce harmful greenhouse gas emissions it currently produces in the City's landfill. When organic waste breaks down over time in landfills it creates methane which is a powerful greenhouse gas that is more than 25 times as potent as carbon dioxide at trapping heat in the atmosphere. According to the Government of Canada, emissions from Canadian landfills accounts for 19 per cent of national methane emissions. A reduction in organic matter going to the landfill will also help extend its lifespan in conjunction with all other related action suites identified in the City of Ottawa's Solid Waste Master Plan.

As an added benefit, the education and outreach program is anticipated to increase public awareness regarding the green bin, to encourage behaviour change in resident disposal habits. Providing residents with information will reinforce awareness regarding the importance of waste diversion, which will encourage residents to be more proactive and intentional about waste disposal in public spaces as well, contributing positively to a reduction in greenhouse gas emissions in the City of Ottawa.

As part of the procurement of the 2026 multi-residential collection contract, proponents submitting proposals to the City are required to include a description of the company's Environmental, Social and Governance (ESG) goals, how they related to the City's Climate Change Master Plan and how they will help to reduce Green House Gas (GHG) emissions.

INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

Through the development of the 2022 Multi-Residential Waste Diversion Strategy, staff performed extensive engagement with Councillors, members of the property management sector, stakeholders and residents across key demographic areas to ensure the application of the gender, equity, diversity and inclusion lens. This engagement coincided with engagement on the City's new Solid Waste Master Plan, and included a public opinion survey, discussion groups and information sessions, and focus groups. Residents were made aware of these opportunities to engage through Engage Ottawa, local newsletters, through community social groups, and through the City's social media outlets. Some key examples of how this engagement considered equity-denied groups includes the following:

- Engagement promotions and the survey were created in French, English, Arabic, Farsi, Nepali, Somali, Spanish, Chinese, Anishinaabemowin, and Inuktitut.
- Staff have created opportunities to engage for those without internet, email, etc. by generating promotions through newspaper ads, digital bus shelters, and by providing a phone line so residents could complete the survey over the phone.
- Staff worked with the Gender and Race Equity, Inclusion, Indigenous Relations and Social Development Community and Social Services to ensure they are communicating engagement opportunities with their networks, and used those networks to incite stakeholders to focus groups. It should be noted, though, that Host Community impacts are unknown.
- A separate focus groups session was held for specific demographics to get their experience and insight into how the Waste Plan options directly impact their community. These focus groups include: youth, older adults, BIPOC community members, new immigrants, 2SLGBTQQIA+ community, and organizations that support those living with disabilities.
- Each public engagement sessions included a land acknowledgement

Specifically in the development of the implementation plan for Pillar 1 of the mandatory organics roll out, the following initiatives were implemented;

- Education and promotion materials were created in French, English, Anishinaabemowin, Arabic, Inuktitut, Nepali, Simplified Chinese, Somali, and Spanish and as part of the Public Outreach and Education Pilot Project.
- A dedicated phone line with voicemail was created to contact the project team, to engage with members of the community that do not have access to the internet or email.
- The public engagement session with the Multi Residential Working Group included a land acknowledgement.
- The equitable and inclusive hiring process for the Environmental Education Assistants, prioritizing qualified bilingual or multilingual candidates that speak English, French and other languages for interviews.

All feedback that will be gathered through communicating with the property management sector, residents and Ottawa City Council will be considered for future Pillar 1 implementation and in the development of strategies for other pillars of the Multi-Residential Waste Diversion Strategy.

In addition, as part of the procurement of the 2026 multi-residential collection contract, proponents submitting proposals to the City are asked to include information regarding their organizations' diversity training program to ensure that the City's service providers are sensitive to different cultures and languages.

RISK MANAGEMENT IMPLICATIONS

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

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.

DISPOSITION

Upon receipt of this report, staff would begin executing the implementation plan for onboarding multi-residential properties to an organics diversion program, as outlined in this report. Additionally, staff will finalize the 2026 Multi-Residential Collection Contract and follow the City's procurement process for posting, reviewing and awarding contract(s) for the next collection period, starting June 1, 2026.