



MEMO / NOTE DE SERVICE

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TO: Chair and Members of Environment and Climate Change Committee

DESTINATAIRE : Président et membres du Comité de l'environnement et du changement climatique

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SUBJECT: Solid Waste Services – 2025 Legislative Lookahead

OBJET : Services des déchets solides – Tour d'horizon législatif 2025

PURPOSE

The purpose of this memo is to provide Council with the 2025 legislative lookahead for Solid Waste Services.

BACKGROUND

On June 26, 2024, Ottawa City Council approved the City's Solid Waste Master Plan ([ACS2024-PWD-SWS-0004](#)); the 30-year guide for how Ottawa will reduce, collect, manage, dispose of, and extract resources from solid waste over the short-, medium-, and long-term future. A total of 50 Actions were approved through the [Solid Waste Master Plan](#) (SWMP), with more than half either underway or to commence in 2025. Each Action falls within an Action Suite and all work towards achieving one of five Objectives of the SWMP. Waste reuse, reduction and diversion actions are being prioritised, in line with feedback from stakeholders and the public, with 24 of these actions being planned and/or implemented this year. Graphic 1 below provides an overview of Action Suites and which Objective they work towards.

Graphic 1: Objectives & Action Suites

	1. Maximize the Reduction and Reuse of Waste										
	<table><tbody><tr><td>1. Waste Avoidance, Reduction, and Reuse Initiatives</td><td>Initiatives</td></tr><tr><td>2. Food Waste Reduction Strategy and Reduction Education</td><td>3. Waste Minimization and Diversion at Special Events</td></tr></tbody></table>	1. Waste Avoidance, Reduction, and Reuse Initiatives	Initiatives	2. Food Waste Reduction Strategy and Reduction Education	3. Waste Minimization and Diversion at Special Events						
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Supporting [Document 1](#) provides a list of all Actions within their corresponding Action Suites, for reference.

Given the complex nature and intricacies between Solid Waste project work and legislative deliverables, this memo will act as a roadmap for what Solid Waste will

deliver legislatively in 2025 and show how each project works towards the Council-approved [vision statement, goals and guiding principles](#) of the Solid Waste Master Plan.

In addition to the Solid Waste Master Plan projects, Solid Waste Services continues to monitor and action implications of the Provincial Individual Producer Responsibility mandates.

DISCUSSION

The below anticipated legislative deliverables for Solid Waste Services in 2025 align with and support the goals of the City's Solid Waste Master Plan. The legislative deliverables for 2025 are grouped into three overarching themes for the year: maximizing space and planning for the future of our landfill, exploring technologies for the future of waste management in Ottawa, and reporting on progress and celebrating achievements. An important highlight for 2025 will be sharing the first annual Solid Waste Master Plan update, which will outline the progress made in year one of the plan, including waste reduction and reuse opportunities.

The key decisions Solid Waste Services will present for Committee and Council consideration in 2025 include:

- Receive the feasibility study and business case for waste management technologies, including the exploration of Waste to Energy Incineration and Mixed Waste Processing, and consider options to support the future of waste management in Ottawa (Waste Management Technologies Feasibility Study and Business Case report)
- Consider options to process organic waste following the expiration of our current contract in 2030 (Organics Processing Post-2030 report)
- Consider a long-term strategy to manage landfill gas at the Trail Waste Facility Landfill (Landfill Gas Optimization and Management Strategy report)
- Receive and consider a high-level implementation plan to establish a City-wide waste diversion program in parks, based on park classification and usage and lessons learned from the existing Waste Diversion Pilot project (Parks Waste Collection and Diversion Strategy report)
- Receive an update on the provincial responsibility to manage household hazardous waste and consider household hazardous waste collection system options to ensure hazardous materials do not end up in City collection trucks, or at the Trail Waste Facility Landfill (Household Hazardous Waste Strategy report)
- Receive the program review and consider the future of the Yellow Bag Program for small businesses, which is directly tied to the Provincial Blue Box Program

under Individual Producer Responsibility (Yellow Bag Program for Small Business – Program Review report)

Maximizing Space and Planning for the future of our Landfill

To achieve the objectives of the Solid Waste Master Plan, the City must embark on short-, medium-, and long-term actions to keep the Trail Waste Facility Landfill operational as long as possible. The legislative roadmap for 2025 includes reports that focus on maximizing the capacity of the Trail Waste Facility Landfill; leveraging existing energy utilization agreements; and presenting long-term opportunities for waste management technologies and landfill gas optimization. Taken together, short- and medium-term actions provide the capacity for Solid Waste Services to plan and execute long-term actions related to waste technologies and landfill operations.

Landfill Gas Utilization Agreement Extension

The first report to set this stage in 2025 is the Landfill Gas Utilization Agreement Extension. The purpose of this report is to seek delegated authority for the General Manager of the Public Works Department to negotiate, amend, finalize, and implement a five-year extension of the Trail Waste Facility Landfill's current Landfill Gas Utilization Agreement with PowerTrail Inc. (PowerTrail). The amended extension agreement would reflect the strong and reliable working partnership between the City of Ottawa and PowerTrail, cultivated over the last 20 years, while providing the City the flexibility to evaluate, pursue, and implement a long-term landfill gas management strategy that reflects the current priorities of the City. This report is being tabled for Council's consideration in Q1 2025.

On February 20, 2004, Ottawa City Council [approved](#) landfill gas generation at the Trail Waste Facility Landfill to produce electricity through a partnership with Energy Ottawa (a subsidiary of Hydro Ottawa Holding Inc.) and on January 30, 2007, the agreement between the City and PowerTrail Inc. (PowerTrail) began. The City's 20-year agreement with PowerTrail is set to expire in 2027, with the option of two 5-year extensions.

Landfill Gas Optimization and Management Strategy

While Council will consider the above-mentioned short-term solution for landfill gas (LFG) management, the Landfill Gas Optimization and Management Strategy will be tabled later this year. This report will seek Council's approval for a long-term strategy to manage landfill gas at the Trail Waste Facility Landfill and optimize LFG outputs as a resource and potential revenue stream, while reducing the City's GHG emissions.

Identified as Action Suite 15 in the SWMP, the strategy will explore options to ensure the City is realizing the full benefits of LFG as a resource, determine if there is an opportunity to enhance the financial benefits of LFG optimization, and support the goals of the City's Climate Change Master Plan.

Expanding within the Existing Footprint of the Trail Waste Facility Landfill

Preserving the life of the Trail Waste Facility Landfill is one of the goals of the Solid Waste Master Plan. In 2025, Solid Waste Services will implement several actions outlined in the SWMP to support this goal, starting with Expanding within the Existing Footprint of the Trail Waste Facility Landfill (Action Suite 16).

In 2023, in advance of the final SWMP approval, Council directed staff to begin the Environmental Assessment (EA) process with the Ministry of the Environment, Conservation and Parks (MECP) for the expansion of the Trail Waste Facility Landfill within the existing landfill property boundaries ([ACS2023-PWD-SWS-0006](#)). The first phase of the EA process is to develop a Terms of Reference (ToR). The ToR explains the purpose of the proposal, provides a general description of both the proposal and the environment that may be affected by landfill expansion and operations, outlines alternatives that will be considered in the EA and identifies the broad issues that need to be assessed. The MECP requires public participation in the development of the ToR. In March 2025, the City will host an open house to solicit public engagement in the ToR process. This open house will cover several topics specific to onsite expansion, including a history of the landfill, what the EA process will entail and how the expansion is linked to the SWMP. The open house is required to be announced through media channels, and Solid Waste Services will be providing broad communications to local ward Councillors and residents to announce the open house. Following the open house, Solid Waste Services will communicate to Councillors any feedback learned and next steps in the EA process, in Q2 2025.

Industrial, Commercial and Institutional Waste Ban

While the EA process for the expansion will divulge how the landfill's geography will evolve, staff are exploring options to ban materials from the landfill that are not residential waste. The first step to material bans was approved through the Solid Waste Master Plan within Action Suite 16: Ban Industrial, Commercial and Institutional (IC&I) Waste from the Trail Waste Facility Landfill. This action has the potential to preserve one year of landfill life as IC&I waste is typically material that is difficult to compact or landfill which results in quicker consumption of valuable airspace. Ottawa is uniquely

positioned to preserve the life of the Trail Waste Facility Landfill for residential waste only given the number of private sector landfills and transfer stations located within the City's boundaries and within 100km of its boundaries. To ensure the IC&I sector is well-aware of this change in acceptance, and to advise of alternative disposal options for this material, a communications strategy will launch in late Q1 2025, ahead of the official ban of IC&I waste disposal at Trail Waste Facility Landfill which is scheduled to start June 30, 2025.

Exploring Technologies for the Future of Waste Management in Ottawa

Waste Management Technologies Feasibility Study and Business Case

A critical component of the future of solid waste management lies within the use of proven technologies. Staff have undertaken a feasibility study and business case for waste management technologies, including the exploration of Waste to Energy Incineration and Mixed Waste Processing. This feasibility study and business case will be presented to Committee and Council in Q2 2025. This work aligns with Action Suite 14 of the SWMP and supports numerous SWMP goals. As directed by Council, this report will focus on technologies that are available, in operation, proven for managing and diverting municipal waste from landfills, meet or exceed all current applicable environmental regulations, and align with the City's Solid Waste Master Plan.

Recognizing technical details associated with a discussion surrounding waste management technologies, Solid Waste Services will offer briefing sessions for members of Council on the technologies explored to ensure the scope and findings of the feasibility study are effectively communicated prior to tabling the report.

Organics Processing Post-2030

In addition to providing an overview of viable technologies for waste management, Solid Waste Services will also present Council with a report on Organics Processing Post-2030, which is aligned to Action Suite 12 of the SWMP. Currently, the City has a contract with Convertus to transport, dispose of, and process organic waste collected from Ottawa's residential properties. With this contract set to expire in 2030, staff will bring forward a recommendation for Council's consideration on processing organics post 2030 by Q4 2025.

Responding to Provincial Mandates

The landscape of waste management within the City of Ottawa has changed in recent years as a result of the province's move to [Individual Producer Responsibility](#). It remains

imperative that the City continue to examine its programs and services for residents and businesses in response to provincial changes and in alignment with the goals and objectives of the SWMP.

Household Hazardous Waste

While the responsibility of Household Hazardous Waste falls under the purview of the province, Ottawa has and will continue to offer Household Hazardous Waste disposal options for residents to ensure hazardous materials do not end up in City collection trucks, or at the Trail Waste Facility Landfill. In alignment with Action Suite 10, Solid Waste Services will present the recommended Household Hazardous Waste Strategy to Council for household hazardous waste collection system options and high-level cost estimates, where appropriate, for future implementation.

This strategy follows previous communications to Council on this matter, including the 2021 Update on the Final Regulations for the Provincial Transition of the Blue Box Program and Hazardous and Special Products Program to Individual Producer Responsibility IPD ([ACS2021-PWE-SWS-0004](#)) and 2023 Strategy for the Provincial Hazardous and Special Products Program Transition to Individual Producer Responsibility Report [ACS2021-PWE-SWS-0008](#), the MECP released the Hazardous and Special Products (HSP) Regulation ([Ontario Regulation 449/21](#)), in 2021 to transition designated materials to full producer responsibility in 2022.

Yellow Bag Program for Small Businesses

As approved in the SWMP, Solid Waste Services is undertaking a review of the Yellow Bag for Small Businesses Program (Action Suite 20). The program review will provide a recommendation for Council consideration on the future of the Yellow Bag Program for businesses, which is directly impacted by the regulation that guides the provincial Blue Box Program under Individual Producer Responsibility. Staff will be reviewing how the City could manage Blue Box Materials generated by non-eligible sources. This report will be tabled in Q3 2025.

The Yellow Bag Program for Small Businesses is a registration-based curbside collection program for eligible small businesses that are required to purchase and use yellow garbage bags approved by the City, to receive curbside waste collection services on a cost recovery basis. The Yellow Bag Program for small businesses was established in 2006 following a Council decision to reinstate municipal waste collection service to small businesses in Ottawa. As noted in the 2023 Report ([ACS2023-PWD-SWS-0002](#)), small businesses are not considered eligible sources for IPR and would not

qualify for the Blue Box Program's common collection system being established for recycling materials in 2026. This Provincial change will require dedicated collection routes for recycling materials collected from non-eligible locations, currently collected along existing residential routes. This review is necessary to determine if the City should continue to provide municipal waste collection to small businesses given the provincial transition to [Individual Producer Responsibility](#), and if so, which changes must be implemented to ensure cost-recovery measures are in place.

Post-2026 Provincial Blue Box Program

In the 2023 Update on the Provincial Blue Box Program Transition Report staff outlined the impacts of the Provincial Blue Box Program transition beginning on July 1, 2023 and efforts undertaken to minimize impacts to Ottawa residents. As of January 1, 2026, full individual producer responsibility will be in place and all City recycling that falls within the scope of the regulation will no longer be the City's responsibility. Until then, internal operational and business processes are being reviewed and updated as plans for the 2026 standardized common collection system are being communicated by producers to Ontario municipalities. The Plans for Post-2026 Provincial Blue Box Program report will provide an update for the City's plans beyond 2026, including how recyclable materials that do not fall within the scope of provincial Blue Box Program will be collected and diverted from the Trail Waste Facility Landfill. An overview of the communications plan for residents will also be provided to ensure minimal disruption while the change in service is taking place. This report will be tabled in Q3 2025.

Reporting on Progress and Celebrating Achievements

Parks Waste Collection and Diversion Strategy

Since 2017, the City has operated a multi-year pilot program to determine the efficiency and effectiveness of rolling out a City-wide parks waste diversion program. In Q3 2025, Solid Waste Services will present the Parks Waste Collection and Diversion Strategy for council consideration. This report aligns with Action Suite 7 of the SWMP which focuses on waste diversion programs in parks and other public spaces leveraging our success with the pilot program.

The report will include a high-level implementation plan to establish a City-wide waste diversion program in parks, based on park classification and usage, lessons learned from the existing Waste Diversion Pilot project and an environmental scan of municipalities with successfully implemented public space waste diversion programs.

Curbside Diversion Policy Update

While parks waste diversion remains a priority for Council and community members alike, staff recognize that curbside waste diversion is also top of mind for Ottawa. One of the most significant actions taken by Council to enhance the life of the Trail Waste Facility Landfill was implementing the three-item garbage limit curbside diversion policy. Identified as Action Suite 4 in the SWMP, the policy was successfully implemented in Q4 2024 and continues to be monitored. In Q4 2025, Solid Waste Services will provide members of Council with a status update after year-one of implementation of the Curbside Diversion Policy. The update will include data as it pertains to illegal dumping and will outline strategies for properties struggling to comply with the three-item garbage limit.

First Annual Solid Waste Mater Plan Update

Alongside the Curbside Diversion Policy Update, Solid Waste Services will deliver the first Annual Solid Waste Master Plan Update; a report outlining the progress of Year 1 Actions as identified in the 2024 [legislative report](#). Year 1 Actions include the planning and implementation of waste avoidance and reduction Action Suites that were highly prioritized during public engagement and follow the Council-approved hierarchy for Ottawa's Waste Management (Reduce, Reuse, Recycle, Recovery, Residuals Management). The report will also provide detail on the performance measurement indicators that will be used to measure the effectiveness and efficiency of the individual actions in the plan.

The Solid Waste Master Plan is a fluid document that will adapt to the changing waste landscape overtime. It will be modified to ensure alignment with City projects and priorities, legislation from other levels of government, and changing behaviour and disposal habits. In addition to providing project updates, this annual report will also detail any changes in scope or newly identified opportunities for innovation and serve as an opportunity to seek further direction or approval for SWMP Actions and implementation.

Financial Statements for In-House Solid Waste

2025 will conclude with the annual Financial Statements for In-House Solid Waste report which provides the audited financial statements for the City's in-house waste collections group from June 1, 2024 to May 31, 2025. It will also highlight the department's performance report as it pertains to service requests. This report will be tabled in November 2025.

CONCLUSION

While numerous items were identified above as legislative deliverables for Solid Waste Services in 2025, daily operations and project work also continues. Ensuring Ottawa's residents are serviced safely and efficiently remains a priority and as project work progresses in the background, front-line services will always be top of mind.

Throughout 2025, waste reuse, reduction and diversion Actions will continue to be scoped out and planned, as per the timeline approved in the SWMP. This includes the City Facilities Diversion Strategy, the Circular Economy Strategy, Textile Waste Diversion Enhancement and the Bulky Waste Diversion Strategy, as well as new education and outreach initiatives. Updates on these strategies and initiatives will be included in the Solid Waste Master Plan Annual Report in October 2025 and/or presented to Council as individual reports in early 2026.

Over the coming weeks and months, Solid Wastes Services will be a focal point for critical conversations and important decisions; ensuring Council has accurate information and well-researched recommendations will be essential. Communications and engagement will also be a critical piece to ensuring those impacted by changes to the waste management system are understood and endorsed. Solid Waste Services looks forward to continued collaboration with residents, stakeholders and members of Ottawa City Council.

Regards,

Shelley McDonald, Director, Solid Waste Services

Alain Gonthier, General Manager, Public Works Department

CC: Senior Leadership Team

Public Works Leadership Team

Chief Communications Officer, Public Information and Media Relations