

**Subject: Household Hazardous Waste Strategy**

**File Number: ACS2025-PWD-SWS-0004**

**Report to Environment and Climate Change Committee on 17 June 2025**

**and Council 25 June 2025**

**Submitted on June 6, 2025 by Shelley McDonald, Director, Solid Waste Services,  
Public Works Department**

**Contact Person: Andrea Gay Farley, Program Manager, Waste Collections,  
Programs and Customer Service, Solid Waste Services, Public Works Department**

**613-580-2424 ext. 28121 / andrea.gayfarley@ottawa.ca**

**Ward: Citywide**

**Objet : Stratégie de gestion des déchets ménagers dangereux**

**Numéro de dossier : ACS2025-PWD-SWS-0004**

**Rapport présenté au Comité de l'environnement du changement climatique**

**Rapport soumis le 17 juin 2025**

**et au Conseil le 25 juin 2025**

**Soumis le 2025-06-06 par Shelley McDonald, directrice, Services des déchets  
solides, Direction générale des travaux publics**

**Personne ressource : Andrea Gay Farley, gestionnaire de programme, Collecte  
des déchets, programmes et service à la clientèle, Services des déchets solides,  
Direction générale des travaux publics**

**613-580-2424, poste 28121 / andrea.gayfarley@ottawa.ca**

**Quartier : À l'échelle de la ville**

## **REPORT RECOMMENDATION(S)**

**That the Environment and Climate Change Committee recommend that Council:**

1. Approve the continuation of the Household Hazardous Waste collection events, the number of which will be approved through annual budget process but shall be no less than nine (9) events per year; and,

2. Direct staff to begin the detailed planning, including locating sites and costing, for several micro–Household Hazardous Waste collection events in different areas of the City to serve as a pilot in 2026, as described in the report, and report back to Council for any incremental costs required through the 2026 budget process; and,
3. Direct staff to continue to explore the implementation of permanent multi-use depot(s) for Household Hazardous Waste which would include options for other divertible material collection programs that are to be implemented as part of the actions outlined in the Solid Waste Master Plan (SWMP) and as described in this report and report back to Council in 2027.

## **RECOMMANDATION(S) DU RAPPORT**

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

1. de donner son approbation pour permettre à la Ville de poursuivre les dépôts des déchets ménagers dangereux, dont le nombre sera approuvé dans le cadre du budget annuel, sans toutefois être inférieur à neuf (9) dépôts par an;
2. de demander au personnel de lancer la planification détaillée, en localisant les sites et en calculant les coûts, de plusieurs microdépôts de déchets ménagers dangereux dans différents secteurs de la Ville, dans le cadre d'un projet pilote qui aura lieu en 2026, selon les modalités exposées dans le rapport, et de rendre compte, au Conseil municipal dans le processus de budgétisation de 2026, des frais incrémentiels à engager;
3. de demander au personnel de continuer de se pencher sur la mise en œuvre de dépôts polyvalents permanents pour les déchets ménagers dangereux, ce qui pourrait comprendre des options pour d'autres programmes de collecte de matières réacheminables à mettre en œuvre dans le cadre des interventions exposées dans le Plan directeur de la gestion des déchets solides (PDGDS) et selon les modalités exposées dans ce rapport, et d'en rendre compte au Conseil municipal en 2027.

## **EXECUTIVE SUMMARY**

### **Assumption and Analysis**

The purpose of this report is to provide an update on the full implementation of the Provincial Hazardous and Special Products (HSP) Program that began on January 1, 2023, the impacts of the regulatory rollout on the City's current household hazardous waste (HHW) collection events, possible improvements to the collection service to

accommodate residents faced with reduced service due to the limitations of the current events, and consideration for the development of a more permanent and convenient strategy for HHW collection options for the City of Ottawa.

Since the last communication to Council in 2021, through The 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 The Strategy for the Provincial Hazardous and Special Products (HSP) Program Transition to Individual Producer Responsibility report ([ACS2021-SWS-0008](#)), the City of Ottawa has continued to operate nine (9) [Household Hazardous Waste collection events](#) annually across the City to ensure the safe collection and disposal of household hazardous waste.

The City of Ottawa currently holds compensation agreements and receives partial funding for its event-based collection of Household Hazardous Waste from several Producer Responsibility Organizations (PROs) including Automotive Materials Stewardship, Product Care Association (PCA), Ryse Solutions Inc. and Environmental 360 Solutions Ltd. Approximately half of the materials received at the City's household hazardous waste collection events are designated under Ontario's Hazardous and Special Products (HSP) regulation ([O.Reg. 449/21](#)). In 2024, total funding received from PROs for the City's HHW collection events amounted to nearly 40% of the expenses incurred to mobilize, collect and dispose of the designated materials dropped off by Ottawa residents.

Since 2021, some of the PROs have increased their compensation with the implementation of the producer-responsibility legislation and largely compensate the City's expenses for the management of their materials. However, the largest PRO, Product Care Association (PCA), that is responsible for approximately 78% of the designated materials received at the City's collection events, provides funding for only 35% of the costs incurred by the City to manage Product Care Association's materials.

With the lack of compensation from PROs for designated materials, no compensation for the materials that are not designated for producer-responsibility, and limited to no enforcement of the requirements of the Hazardous and Special Products Regulation, the City has continued to absorb much of the costs to manage household hazardous waste on behalf of producers for its residents since the full implementation of the Hazardous and Special Products Regulation and the expected '*producer responsibility*'. Since the transition in 2023, staff have continued to engage with service

providers, PROs and other municipalities to identify collection opportunities for HHW, evaluate compensation being received from PROs for the City collecting on their behalf, and to understand how producers would meet collection requirements under the new regulation. Staff have also continued to collaborate with other municipalities on advocacy efforts to enhance the producer's responsibility requirements.

Through a municipal scan in 2021, and again in 2024/2025, of municipalities across Ontario, staff gathered relevant data about the operation of collection programs, including an understanding of capital and annual operating costs, and the successes and challenges related to municipally operated or contractor-run programs. Staff had the opportunity to visit multiple permanent household hazardous waste depots which allowed for the visualization of site and building requirements for a permanent HHW collection depot and helped to inform a more permanent strategy for the City of Ottawa.

Findings from the municipal scan and a current state analysis were used in the development of several HHW collection options for the City which includes status-quo operation, permanent depot(s), mobile collection and the elimination or reduction of municipal HHW collection, including the benefits and challenges of each option. In addition, the report will offer a short-term solution to mitigate the limitations resulting from the large status quo HHW collection events with reduced cost micro-collection events that could be implemented as a pilot and/or until a long-term permanent collection option for household hazardous waste is determined.

To appropriately plan for the possible long-term implementation of permanent and more convenient drop-off options to manage HHW for the residents of Ottawa, staff are seeking approval to continue with the status quo option and host multiple one (1) day HHW collection events throughout 2026 and 2027. Staff will maintain the compensation agreements currently in place and continue discussions with PCA for increased compensation for the designated HSP materials received at these events to ensure cost efficiency for the management of these materials, where possible.

### **Financial Implications**

Through the approval of this report, staff will initiate the detailed planning and costing for several micro-Household Hazardous Waste collection events in different areas of the City to serve as a pilot in 2026, including a report back to Council with details through the 2026 budget process.

### **Public Consultation/Input**

Feedback received through public consultations during the development of the Solid Waste Master Plan has been incorporated throughout this report.

## RÉSUMÉ

### Hypothèses et analyse

L'objectif du présent rapport consiste à faire le point sur la mise en œuvre à grande échelle du Programme provincial de produits dangereux et spéciaux (PDS) qui a été lancé le 1<sup>er</sup> janvier 2023, sur les impacts du déploiement de la réglementation sur les dépôts actuels de déchets ménagers dangereux (DMD), sur les améliorations à apporter éventuellement au service de collecte à l'intention des résidents dont le service a été réduit en raison des limitations des dépôts actuels, de même que sur l'étude de l'élaboration d'une stratégie plus permanente et pratique pour la collecte des DMD (soit les options pour la Ville d'Ottawa).

Depuis la dernière communication adressée en 2021 au Conseil municipal dans le cadre de la Mise à jour sur le règlement final qui prévoit la transition du Programme des boîtes bleues et du Programme des produits dangereux et spéciaux avec le modèle de la responsabilité individuelle des producteurs (RIP) ([ACS2021-PWE-SWS-0004](#)) et de la Stratégie pour la transition du programme provincial de produits dangereux et spéciaux (PDS) avec le modèle de la responsabilité individuelle des producteurs ([ACS2021-SWS-0008](#)), la Ville d'Ottawa a continué d'exploiter neuf (9) [dépôts de déchets ménagers dangereux](#) par an sur l'ensemble de son territoire afin de veiller à ramasser et à éliminer en toute sécurité les déchets ménagers dangereux.

La Ville d'Ottawa a actuellement des accords de compensation et touche un financement partiel pour ses activités de collecte dans le cadre des dépôts de déchets ménagers dangereux; ce financement est versé par des organismes de promotion de la responsabilité des producteurs (ORP) dont l'Automotive Materials Stewardship, l'Association pour la Gestion Responsable des Produits (AGRP), Ryse Solutions Inc. et Solutions Environnementales 360 Ltée. Environ la moitié des matières ramassées dans les dépôts de déchets ménagers dangereux de la Ville sont désignées en vertu du *Règlement sur les produits dangereux et spéciaux* (PDS) ([Règlement de l'Ontario 449/21](#)). En 2024, le total du financement versé par les ORP pour les dépôts de déchets ménagers dangereux de la Ville s'est élevé à presque 40 % des dépenses engagées pour mobiliser, recueillir et éliminer les matières désignées déposées par les résidents d'Ottawa.

Depuis 2021, certains ORP ont rehaussé leur compensation en raison de la mise en œuvre de la loi du gouvernement provincial sur la responsabilité individuelle des producteurs et compensent essentiellement les dépenses engagées par la Ville dans la gestion de leurs matières. Or, l'Association pour la Gestion Responsable des Produits (AGRP), qui est l'ORP le plus important et qui est responsable d'environ 78 % des matières désignées ramassées dans les dépôts de la Ville, verse le financement correspondant à 35 % seulement des coûts engagés par la Ville pour gérer les matières de l'AGRP.

Faute de compensation des ORP pour les matières désignées, sans compensation pour les matières qui ne sont pas désignées dans la responsabilité des producteurs, et puisqu'elle ne peut pas faire appliquer les exigences du *Règlement d'application sur les produits dangereux et spéciaux*, la Ville continue d'absorber l'essentiel des coûts de gestion des déchets ménagers dangereux au nom des producteurs pour les résidents depuis la mise en œuvre à grande échelle du *Règlement d'application sur les produits dangereux et spéciaux* et du principe attendu de la « responsabilité des producteurs ». Depuis la transition, en 2023, le personnel de la Ville a continué de consulter les fournisseurs de services, les ORP et d'autres municipalités afin de cerner les options de collecte des DMD, d'évaluer la compensation offerte par les ORP pour la Ville qui ramassent les matières pour leur compte, de même que pour connaître les moyens grâce auxquels les producteurs pourraient répondre aux exigences de la collecte dans le cadre du nouveau règlement d'application. Le personnel a aussi continué de collaborer avec d'autres municipalités aux efforts de promotion destinés à rehausser les exigences de la responsabilité des producteurs.

Dans le cadre d'un tour d'horizon municipal mené en 2021, puis repris en 2024-2025, des municipalités de tout l'Ontario, le personnel a réuni des données pertinentes sur le fonctionnement des programmes de collecte, en analysant les dépenses en immobilisations et les frais d'exploitation annuels, ainsi que les succès et les difficultés liés aux programmes exploités par les municipalités ou par les entrepreneurs. Le personnel a eu l'occasion de visiter différents dépôts permanents de déchets ménagers dangereux, ce qui lui a permis de visualiser les impératifs des sites et des bâtiments pour les dépôts permanents de collecte des DMD et ce qui a apporté un éclairage sur une stratégie plus permanente pour la Ville d'Ottawa.

Nous avons fait appel aux constatations de ce tour d'horizon municipal et à une analyse de la situation actuelle pour préciser la mise au point de plusieurs options de collecte des DMD pour la Ville, dont le statu quo, les dépôts permanents, la collecte mobile et

l'élimination ou la réduction de la collecte des DMD par la municipalité, en tenant compte des avantages et des difficultés de chaque option. En outre, le rapport apportera une solution à court terme pour enrayer les limitations découlant des grands dépôts de collecte des DMD selon le statu quo, en mettant en service des microdépôts de collecte à coûts réduits, qu'on pourrait mettre en œuvre dans le cadre d'un projet pilote ou jusqu'à ce qu'on détermine une option permanente et à long terme pour la collecte des déchets ménagers dangereux.

Afin de bien planifier la mise en œuvre éventuelle à long terme d'options de dépôts permanents et plus pratiques afin de gérer les DMD des résidents d'Ottawa, le personnel demande l'approbation permettant d'enchaîner avec l'option du statu quo et d'organiser plusieurs dépôts de collecte des DMD d'une (1) journée en 2026 et en 2027. Le personnel maintiendra les accords de compensation en vigueur à l'heure actuelle et poursuivra les discussions avec l'AGRP afin d'accroître la compensation des PDS désignés et collectés dans ces dépôts afin d'assurer la rigueur budgétaire de la gestion de ces matières, dans la mesure du possible.

### **Répercussions financières**

Lorsque ce rapport aura été approuvé, le personnel lancera la planification détaillée et le calcul des coûts de plusieurs microdépôts de collecte des déchets ménagers dangereux dans différents secteurs de la Ville, dans le cadre d'un projet pilote qui sera réalisé en 2026, en déposant auprès du Conseil municipal un nouveau rapport détaillé dans le cadre du processus de budgétisation de 2026.

### **Consultation et commentaires du public**

Nous avons tenu compte, dans l'ensemble de ce rapport, des commentaires exprimés dans les consultations publiques pendant l'élaboration du Plan directeur de la gestion des déchets solides.

### **BACKGROUND**

The City of Ottawa fully transitioned to the Hazardous and Special Products Program under the Province's Individual Producer Responsibility program on January 1, 2023. As previously communicated to Council through two committee items – The 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 The Strategy for the Provincial Hazardous and Special Products (HSP) Program Transition to Individual Producer Responsibility report

([ACS2021-PWD-SWS-0008](#)) in August and November 2021 respectively, as part of the Province's Waste Free Strategy, the previous Municipal Hazardous and Special Waste (MHSW) Program transitioned to the Hazardous and Special Products (HSP) Program, under the HSP Regulation ([O.Reg. 449/21](#)) released June 2021. The transition was driven by the 2016 enactments of the *Resource Recovery and Circular Economy Act, 2016* and the *Waste Diversion Transition Act, 2016*. This established a shift away from a shared product stewardship to an Individual Producer Responsibility (IPR) model in Ontario requiring producers to be responsible for their products and has represented a change to the funding mechanism where the responsibility for the safe collection and disposal of regulated HSP materials is placed on the producers. Note: not all household hazardous waste materials are designated under the HSP regulation.

The City typically hosts nine (9) household hazardous waste (HHW) collection event days annually, from April to November, to provide an opportunity to residents to ensure household hazardous waste materials are safely collected, transported, and appropriately recycled or disposed of, in compliance with federal and provincial legislation. HHW collection events complement existing diversion programs across the City of Ottawa, including the City's [Take it Back! Program](#). The Take it Back! Program encourages local businesses to "take back" many of the household materials that they sell, such as light bulbs, paints, or household batteries, and to ensure they are reused, recycled or disposed of properly. This program provides a convenient and safe way for residents of Ottawa to return household items that should not go in the garbage to participating retailers and charitable organizations. The Take it Back! Program is an efficient way for residents to dispose of items, while giving materials directly back to the producer. Since its inception, the Take it Back! program has grown from three automotive products taken back by 16 automotive retailers in 1997, to more than 900 different products taken back by hundreds of retailers and charitable organizations. Despite the growth of the program, certain wastes have limited options for Take it Back! locations in the City's core. For example, there are no retailers accepting paint waste from residents north of Highway 417, between Churchill Avenue and the Aviation Parkway.

In 2021, staff sought industry knowledge on possible collection options of household hazardous waste through the issuance of a Request for Information (RFI). At the time, no vendor responses were received, giving strong indication that there was uncertainty in the market on how to collect these materials under the new regulation transitioning by 2023. As a result of ongoing uncertainty with the implementation of the new regulation and lack of clear funding options, staff opted to continue with status quo service to

ensure residents continue to have an option for the disposal of HHW that they rely on from the City. This provided the time needed for staff to make informed recommendations to Council for the future of HHW collection.

The City currently has funding agreements with Producer Responsibility Organizations (PROs) who provide financial compensation for some of the costs incurred by the City for the materials received by Ottawa residents during HHW events. Since 2022, staff have engaged with service providers, PROs and other municipalities to identify collection opportunities for HHW, evaluate compensation being received from PROs for the City collecting on their behalf, and to understand how producers would meet collection requirements under the new regulation.

Ontario municipalities have continued to advocate for changes in the HSP Regulation to increase the types of materials that are designated for producer responsibility, revise the accessibility requirements from collection sites to diversion targets of materials and reduce municipal subsidizing of producer-responsibility materials. City staff attended a consultation session on the Resource Recovery and Circular Economy Act (RRCEA) Regulations lead by the Resource Recovery Policy Branch of the Ministry of Environment, Conservation and Parks (MECP) on November 16, 2023. Along with other Ontario municipalities, staff provided support for outcome-based regulations and strong oversight associated with the IPR regulations. However, it was highlighted that the HSP Regulation has been the most problematic regulation for municipal governments given the lack of materials designated for producer-responsibility, the complexity associated with the enforcement of accessibility targets, rather than ensuring incentives for producers to invest in maximizing collection and management of materials, and the increases in collection contracts for municipalities to oversee the collection of HHW for Ontario residents. It should be noted that the MECP held prior consultation sessions in August and September 2023 to obtain feedback from producers on IPR legislation. Despite the comments provided to the MECP by Ontario municipalities during this consultation, the HSP Regulation was not revised to include the expansion of designated materials or improved collection targets for producers. Further, a collaborative letter on behalf of both Ontario communities, including the City of Ottawa, and Canadian communities was sent to Product Care Association (PCA) on January 29, 2025, notifying them of the country-wide common concerns related to the intended producer-responsibility policies being implemented in the various provinces across Canada. Staff have continued to support advocacy efforts with other municipalities for improved regulatory requirements and compensation from producers for materials designated under the HSP regulation and collected at the City's HHW collection events.

## **DISCUSSION**

The focus of this report is to provide an update on the full implementation of the Provincial Hazardous and Special Products (HSP) Program that began on January 1, 2023, the impacts of the regulatory rollout on the City's current household hazardous (HHW) collection events program, possible improvements to the collection service to accommodate residents faced with reduced service due to the limitations of the large collection events, and consideration for the development of a more permanent and convenient strategy for HHW collection options for Ottawa residents.

### **Current State**

Historically, municipalities that operated HHW collection programs for their residents were partially compensated for this service under the Provincial Municipal Hazardous or Special Waste (MHSW) program. This has not changed under the new producer responsibility framework (HSP Regulation) as not all materials collected at the City's HHW collection events are designated for producer responsibility, leaving municipalities to fund the gap (and more). These unfunded materials include fertilizers, fuel, used motor oil, vehicle batteries, inorganic acids and bases, fire extinguishers, etc. Another limitation with the current HSP Regulation is that it obligates producers to establish a minimum number of collection points for HHW collection, based on population and producer size, rather than establishing collection and management targets for their materials, which is additionally restrictive given that Ottawa's population is spread across a large geographical area. This allows producers to continue to rely on municipal collection programs to meet their regulatory requirements and does not ensure that all material is safely collected and disposed of.

It is important to note that municipalities are not legislated to collect these hazardous materials from their residents but choose to do so to ensure that hazardous materials are safely managed and disposed of, instead of ending up in our landfills. The City uses the event-based collection model as this is the most efficient way to provide the service in proximity to most residents while keeping costs reasonable. The City's current contractor, GFL Environmental Inc., is responsible for the mobilization and staffing of the collection events, as well as the management and transportation of the materials collected.

In 2024, the City of Ottawa hosted nine (9) drop-off event days across the City that were attended by nearly 18,000 residents, disposing of approximately 515 tonnes of HHW. Half of the materials collected at the City's HHW events are designated under Ontario's

HSP regulation ([O.Reg. 449/21](#)). In 2024, total funding received from PROs for the City's HHW collection events amounted to nearly 40% of the expenses incurred to mobilize, collect, and dispose of the designated materials. The contracted services for the events cost the City \$1.4M. The City received \$310K in financial compensation from PROs, with a net cost of nearly \$1M for the City to fund the gap. Product Care Association, the PRO that is responsible for approximately 78% of the designated materials received at the City's collection events, provides funding for approximately 35% of the costs to manage these materials. Since the fall of 2022, staff have engaged with PCA to improve the compensation relationship for the services that the City provides on behalf of PCA, a partnership that has become increasingly one-sided. Costs to collect and manage HHW have substantially increased annually, yet PCA's compensation offers have been consistently inadequate and failed to provide inflation clauses for Ottawa and other communities across Ontario. Negotiations are ongoing between staff and PCA to improve the current compensation agreement.

With the lack of compensation from PROs for designated materials and no compensation for materials that are not designated for producer-responsibility under the HSP regulation, the City has continued to absorb the costs related to the management of HHW on behalf of its residents since the full implementation of the HSP regulation and the expected '*producer responsibility*' was fully implemented in 2023.

Two additional financial constraints faced by municipalities in establishing a cost-efficient HHW collection program for its residents are the ongoing labour and supply issues that followed the COVID-19 pandemic, and the lack of competition in the waste industry for this type of service. These challenges have resulted in increased contract costs in recent years for many municipalities across Ontario. Further, the City's contractor is the only hazardous waste service provider in the area who can mobilize the one-day events, requiring between 75 and 100 staff members, eight (8) trailers for materials collection, and large vacant paved properties in locations of the City that pose minimal traffic impacts on nearby streets. These large events limit location options and the service providers that can meet these requirements, making it next to impossible to site these events in the downtown core or limiting some of the event drop-offs to residents with vehicular transportation given the rural location of some of these events. The City has had to sole source the contract for its HHW collection events to GFL (or its predecessor Drain All Ltd.) since 2014, due to the unique requirements for its collection events and the lack of service providers available to complete this work. Limited competition and market uncertainties post-pandemic have resulted in significant contract cost increases across Ontario for HHW management services. The recent contract cost increases combined with the lack of funding from PROs, namely the

largest PRO, PCA, has created significant challenges for Ontario municipalities to continue or improve their existing collection programs.

## **HHW Collection Strategy Development**

The City of Ottawa's [Solid Waste Master Plan \(SWMP\)](#) was approved by Council June 2024 and provides a framework for how the City will manage and divert waste over the next 30 years. One of the immediate actions for completion following the SWMP's approval included a Municipal Hazardous Solid Waste Strategy. Though they are efficiently run and well organized, the City's HHW collection events can only operate during a very limited time period, with nine (9) event days during the year, and no service between December and March. In addition, given the size of the events, there have been challenges to distribute events across the City for residents with no vehicular access.

The parameters for the development of a HHW collection strategy included options that ensure the following requirements are met: maintaining efficient operating costs, ensuring the safe handling and disposal of materials, and making collection times and locations accessible and convenient for residents. Other desirable factors for consideration in the City's HHW collection strategy includes increasing disposal convenience, such as increased collection times and/or doorstep collection, as well as the possibility of accepting other divertible and reusable materials from residents. In developing a household hazardous waste (HHW) collection strategy, it is essential to ensure that services are not only cost-effective and safe, but also equitably accessible to all community members.

As part of the research phase for the development of the HHW collection strategy, staff completed a municipal scan of communities across Ontario in 2021 and again in 2024-2025 to gather relevant data about the operation of their collection programs, including an understanding of capital and annual operating costs, and the successes and challenges related to municipally operated or contractor-run programs. Of the fourteen (14) Ontario communities surveyed by staff, twelve (12) operate permanent or seasonal HHW depots, providing their residents with accessible and convenient options to dispose of their hazardous waste throughout most of the year. Based on the municipal scan results, the benefits of having permanent depot(s) include the convenience of operating throughout the year and providing residents with the flexibility for waste drop-off but also providing a one-stop drop-off option for other divertible materials (i.e., electronic waste, scrap metal). In addition, municipalities use the depots to collect a

variety of materials from their residents to ensure they are diverted away from their landfills, including reuse options for old paints, home and municipal compost sales or donation opportunities for residents. Many communities surveyed as part of the City's municipal scan operated multiple permanent depots in combination with other collection options as detailed in the following table:

<b>Municipality</b>	<b>Population Size<sup>1</sup></b>	<b>Geographic Area<sup>1</sup></b>	<b>Household Hazardous Waste Service</b>
City of Hamilton	569,353	1,118 km <sup>2</sup>	Operates three (3) permanent depots from Monday to Saturday
Durham Region	696,992	2,521 km <sup>2</sup>	Operates five (5) permanent depots from Tuesday to Saturday, in addition to collection events throughout the year
Region of Peel	1,451,022	1,247 km <sup>2</sup>	Operates six (6) permanent depots from Tuesday to Saturday or Monday to Sunday
City of Toronto	2,794,356	631 km <sup>2</sup>	Operates seven (7) permanent depots from Monday to Friday and select Saturdays, in addition to over 40 collection event days throughout the year and two (2) toxic taxi services
Region of York	1,173,334	1,758 km <sup>2</sup>	Operates five (5) permanent depots two (2) to five (5) days per week
Greater Sudbury	170,605	4,187 km <sup>2</sup>	One (1) permanent depot operates 24 Saturdays of the year, in addition to one (1) toxic taxi

Further, staff had the opportunity to visit several of the permanent HHW depots currently in operation. This allowed staff to visualize the site and building requirements for a HHW collection depot, and to understand how they are operated on a daily basis to ensure the efficient collection of HHW from residents, as well as the safe storage and management of these materials until they are collected by a private contractor for processing or disposal.

Findings from the municipal scan and current state analysis were used to help inform

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<sup>1</sup> Statistics Canada. "2021 Census Data Profiles." Statistics Canada, 2021

the development of several HHW collection options for the City of Ottawa. The individual HHW collection methods described below were reviewed by staff.

#### Status Quo Operation:

This option would have the City continue to operate multiple one (1) day temporary collection events, in varying locations across the City, where the large footprint required to mobilize collection and prevent challenges with traffic flow can be accommodated.

Benefits to continuing the HHW collection events include:

- the City's HHW collection events are relatively cost-efficient to run given Ottawa's population and large geographical size – costing a total of \$1.4M in 2024;
- this collection method is familiar for residents and already in place for the City to continue implementation;
- event locations are situated throughout the City to accommodate residents in various parts of Ottawa;
- provides a one-stop drop-off option for all HHW; and,
- the City's contractor has the necessary permits and regulatory requirements in place to provide this service.

Challenges to the HHW collection events include:

- available locations appropriate for siting these large events are limited throughout the City and impractical to site in the downtown core;
- events are limited to multiple days per year and only operate between April and November providing no drop-off options for many items from December to March. Though some materials have return-to-retail drop-off options as part of the City's [Take it Back! Program](#), many materials (i.e., pesticides, solvents, fire extinguishers) can only be accepted by the HHW collection events;
- though HHW is accepted from walk-up residents, many of the City's collection event locations require residents to rely on vehicular access to transport the waste for drop-off location.

Despite these challenges, collection events do allow for residents to bring in a variety of HHW and are well organized to ensure efficient drop-off experience for residents. Staff ensure a variety of locations are selected to accommodate the vast geographical size of Ottawa, all at a relatively cost-efficient price.

#### Permanent Depot(s):

As detailed above, many communities across Ontario have implemented permanent depots for managing various waste from their residents, including HHW. Implementing permanent municipal HHW collection depot(s) in Ottawa would involve several key steps and considerations based on the complexity of the facility, planning for the beneficial uses for residents and cost implications to the City's taxpayers. This includes:

1. *Feasibility Planning and Design*: Beyond the desire to improve HHW collection options for residents, the City would need to plan for the drop-off, storage, sorting and removal of the wastes accepted at the site and determine the appropriate layout of the facility. The construction and implementation of permanent depot(s) would require a feasibility study and conceptual design to fully understand the requirements. If approved, the process would progress to the completion of a detailed design and cost requirements. This process, from start to finish, could take upwards of several years before even initiating construction or retrofitting of an existing building(s). Consulting services and associated costs for the design phase would be required for this work.
2. *Siting Depot(s) Appropriately in Ottawa*: Given the large geographical size of the City of Ottawa, it is important to consider location(s) that can be centrally located for most residents, yet be situated in an industrial area that would allow for the increased traffic flow and large site perimeter to accommodate the queuing of cars, collection of materials from the waste hauler, and exterior storage requirements for some of the materials. Appropriately sized and located City-owned properties could be considered for the implementation of permanent HHW depot(s), pending availability, and help to keep costs relatively low.
3. *Compliance Regulation*: Permanent depot(s) require an Environmental Compliance Approval (ECA) approved by the MECP to carry out the necessary activities for accepting and storing hazardous materials. The ECA application and approval could take over one (1) year to obtain.
4. *Multi-Use Diversion and Other Waste Options*: As documented through the municipal scan, municipal depots in place across Ontario are usually multi-purpose, accepting a range of materials such as textiles, bulky items, appliances, e-waste, and batteries, in addition to HHW. Some municipalities offer compost pickup for home use or maintain an inventory of free reusable materials (i.e., paints). Additionally, staff have initiated a number of projects as part of the SWMP to determine the feasibility of expanding the waste diversion options in Ottawa, including textile waste diversion enhancement and bulky waste diversion through possible reuse and recycling markets. As these initiatives are in the early stages of planning, a full understanding of the specifications to accommodate for

the acceptance and management of these specific items cannot be determined at this time, but staff could work closely to ensure the alignment of needs as part of the feasibility study and conceptual design, as appropriate.

Benefits to implementing permanent depot(s) include:

- significantly increases the operating days and ensures established operating times;
- provides a one-stop drop-off option for all HHW; and,
- allows for the possibility to accept other waste streams and increases diversion (i.e., scrap metal, bulky items from residents, e-waste and textiles).

Challenges to implementing permanent depot(s) include:

- incurs higher capital costs than status quo – high-level cost estimates for the planning and construction of one new permanent depot may range from \$4M to \$5M in capital costs, not including the property purchase and preparation costs, and approximately \$1.5M to \$2.3M in annual operating costs;
- difficulty in siting location(s) that can accommodate all residents given the City's large geographical footprint; and,
- the planning, construction, regulatory permitting and commissioning of multi-purpose depot(s) would take several years lead time, following its initial approval.

The establishment of permanent depot(s) in Ottawa would significantly increase operating days to allow residents to drop off their HHW waste during established and regular times. This flexibility would reduce residents having to accumulate hazardous waste until a convenient collection event day is available.

Solid Waste Services collaborated with Infrastructure Renewal – Facilities group within Asset Management to develop a preliminary construction Class D level estimate for a proposed HHW facility in Ottawa. General requirements for the proposed depot would include a 200m<sup>2</sup> facility with a similar layout to a works garage with bay doors, delivery and receiving area, with a covered drive-through access for drop offs. Based on the cost estimate for the construction of a new depot facility and the necessary upfront capital costs, the development of a permanent HHW depot in Ottawa is estimated to be approximately \$4.5M for the construction and necessary start-up equipment, pending the determination of several factors. As per the Project Delivery Review estimate class definition, this is a high level, order-of-magnitude estimate based on historical costs for similar work. Construction costs can vary based on the complexity, scope and level of

integration (basic drop-off centers to fully integrated waste systems), which would be determined as part of a feasibility study and conceptual design, and subsequent detailed design phase. Note that this cost estimate was obtained as a conceptual level estimate for planning purposes only and does not include land acquisition expenses or site preparation. Consideration for siting permanent depot(s) on existing City properties would be prioritized to minimize any additional implementation costs.

Though this option would require a higher capital investment and annual operating costs by the City's taxpayers than status quo service, it would allow for convenient drop off days throughout the year and also allow the option for the City to collect other materials from its residents. As previously noted, many municipalities operate multi-use permanent depot(s) that collect other divertible wastes, including items such as electronic waste, scrap metal, textile waste, and offer reuse of items and materials.

#### Mobile Collection:

Another option considered by staff includes the provision of a mobile home collection service, commonly referred to as a "Toxic Taxi" or "Chemical Cab". For a large city such as Ottawa, this would require the operation of at least two (2) mobile vehicles equipped with appropriate storage containers, operated by one (1) to two (2) staff, as well as the implementation of an appointment booking system. Ontario communities who provide this 'door-step service' to its residents do so through an appointment booking system and outline specific requirements to be followed by residents to ensure safe collection. A mobile collection service would need to specify waste types and quantities accepted and provide detailed requirements for setouts ahead of collection.

Benefits of a mobile collection service include:

- significantly increases the operating days and ensures established operating times; and
- increased convenience, accessibility and inclusion for all residents (i.e., door-step service).

Challenges of a mobile collection service include:

- allows the potential for improper set outs for hazardous materials (i.e., too much, inadequately stored, unsupervised);
- potentially high cost per household for this individual collection service. A mobile collection service could range from \$800K to over \$1M annually to operate and

nearly \$1M in capital costs should the City opt to operate the service in-house; and,

- this mobile collection service would have to decrease the limit of waste currently accepted by residents at the HHW collection events, given the limited storage capacity in the collection vehicles to ensure the number of residents served can be maximized.
- A mobile collection service would only be viable when implemented in conjunction with a permanent depot

The deployment of a mobile collection service to collect HHW materials from residents provides increased convenience and can specifically address challenges for residents who are unable to bring materials to the City's collection events through personal or public transportation. A mobile collection service would likely have to limit the waste accepted from residents to a reduced volume from what is currently accepted at the HHW collection events. The mobile collection service would only service a limited number of residents per day and is expected to result in a high cost per appointment.

#### Elimination or Reduction of Municipal HHW Collection:

Lastly, staff considered reducing or even eliminating HHW collection as the municipality is not required or regulated to provide the service. The intent of the HSP regulation was expected to make producers financially responsible for the collection and safe disposal of the designated HSP material. As previously mentioned, Ontario municipalities are not legislated to collect HHW from their residents as the onus is on producers to be responsible for ensuring the collection site requirements are in place for the safe management of their materials.

However, not all HHW are designated for producer responsibility under the HSP Regulation and producers only partially fund municipalities for the collection that they rely on to meet their regulatory requirements. Given these challenges, some Ontario communities have considered the elimination of HHW collection or a reduction in materials accepted. For example, paints and coatings typically produce the largest volume of waste received but not necessarily result in the highest weight given the mostly empty containers brought in by residents, further increasing waste management costs paid to the City's contractor and a reduction in compensation received from producers, which is often based on a tonnage basis. Paints and coatings, lighting, waste oil filters, and waste electronics have numerous [Take it Back! Program](#) options for residents in the City of Ottawa, whereas some items such as solvents and pesticides do not as they are considered more hazardous and require special containment,

transportation and Environmental Compliance Approvals. It is unknown how producers would set up collection sites for HHW should the City opt to stop collecting or even reduce the waste types accepted under the municipal program. Further, elimination or reduction of the service would prove to be confusing and inconvenient for residents as they would be required to go to multiple locations to drop off their waste materials, even once producers have been able to set-up collection for those that currently have no return-to-retail options. This change in service would increase the risk of improper waste disposal at landfills and in the natural environment and is not recommended by staff.

## **Options Analysis**

Based on the review of the individual HHW collection methods, staff have developed possible options to improve service to residents, aiming to increase drop-off days and continuing to service various locations throughout the City's large footprint. A multi-criteria analysis (MCA) process was used to evaluate the options to determine which ones offer the greatest value to the City, using a set of criteria for each category: Social Implications, Environmental Sustainability and Financial Viability, based on the needs as applicable to municipal HHW collection programs, included as Supporting Document 1 – Household Hazardous Waste Options Decision Matrix. Each of the criteria in the matrix is assigned a score of one (1) to five (5) (with one being the lowest and five being the highest). The process was developed to keep the evaluation simple and transparent.

Further, a cost range was added to help provide visibility on the high-level cost estimate that is expected to be required for the implementation of the options under consideration. The estimated costs for each of the options include the total of the expected capital costs for implementation that are depreciated on an annual basis (based on certain criteria), plus the estimated total annual operating costs. Estimated costs used are based on the results of the municipal scan and construction cost estimate obtained for planning purposes.

Based on the results of the options analysis, though the current HHW collection events are cost-efficient to run, this option scores low based on the criteria considered in this process. The status quo events provide a very basic collection service to Ottawa residents, given the limited flexibility for available locations for siting these large events throughout the City. Further, these events are inconvenient for residents, only offering

nine (9) drop off days each year, often in locations that are not accessible for walk-up residents and cyclists.

The combination of permanent depot(s) with either the limited collection events across the City or the operation of a toxic taxi received a high score in the analysis, given that these options would provide the increased operation days to facilitate drop-off throughout the year for residents and continue to provide multiple locations across the City, yet would require a significant increase in the budget to implement. Additionally, given the lead time required to plan for, construct and implement permanent depot(s), there could continue to be opportunities for improvement in certain parts of the City over the next several years.

To mitigate the need to service all residents with a solution that requires limited lead time for planning and executing, and keeps costs at a minimum, staff suggest piloting a program that could include the set-up of micro-events in the areas where current servicing might be limited, possibly as soon as 2026. This option would not require the implementation of an appointment booking system or procuring and equipping fleet vehicles, as required for the mobile collection service, and would eliminate the need for land acquisition and facility construction necessary for permanent depot(s). Though further planning is required to confirm details for possible micro-event siting and costing from the City's contractor, implementing several smaller and limited events that accept reduced quantities of waste (20L instead of 100L accepted at larger events) from walk-ups or cyclists could be accommodated on smaller properties (i.e., community centres) and provide HHW waste collection in different areas of the City, like the City's downtown core. This option would allow for quick implementation and keep costs low, as a micro-event is estimated to be approximately \$25-30K per event.

### **Conclusion and Next Steps**

In order to appropriately plan for the possible long-term implementation of permanent and more convenient drop-off options to manage HHW for the residents of Ottawa, staff will continue with status quo and host multiple one (1) day HHW collection events for 2026 and 2027. Staff will maintain the compensation agreements currently in place and continue discussions with PCA for increased compensation for the designated HSP received at these events to ensure cost efficiency for the management of these materials, where possible.

Based on the municipalities surveyed as part of the City's municipal scan and results from the options analysis, the implementation of permanent multi-use depot(s) for household hazardous waste, that may include options for other divertible material collection programs being considered as part of the actions outlined in the SWMP should be considered as a long-term option for Ottawa residents. Permanent depot(s), bundled with either limited collection events or mobile collection service, would increase drop-off and/or pick-up flexibility for residents, include service to the downtown core and provide a permanent solution throughout the year for accepting and managing a multitude of materials, such as textiles, bulky items, appliances, e-waste, batteries, in addition to HHW. As other initiatives under the SWMP, namely textile waste diversion enhancement and bulky waste diversion, are in the early stages of planning, a full understanding of the specifications to incorporate the management of these additional items could be included as part of the feasibility study and conceptual design, as appropriate, given the long-term planning requirements. Permanent depot collection would require a higher capital investment and annual operating costs by the City's taxpayers than status quo service and take several years of lead time before service to residents could be provided.

To provide a short-term solution to mitigate the limitations resulting from the large status quo HHW collection events at a relatively low cost, micro-collection events could be implemented as a pilot and/or until a long-term permanent collection option for household hazardous waste is determined. Staff will work to detail a plan for a pilot program that would host several micro-HHW collection events in different areas of the City during 2026 and work with members of Council to determine appropriate locations for these events. Staff will report back to Council with details of the pilot micro-collection events through the 2026 budget process.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications associated with the report recommendations in 2025. Potential future financial implications will be presented in subsequent reporting.

## **LEGAL IMPLICATIONS**

There are no legal impediments to Committee and Council approving the recommendations in this Report.

## **COMMENTS BY THE WARD COUNCILLOR(S)**

This is a city-wide report.

## **CONSULTATION**

### **Public Consultation**

Feedback received through public consultations during the development of the Solid Waste Master Plan has been incorporated in this report. As a result, public consultation for this specific update was not required.

### **Internal Consultation**

Subject matter experts were engaged throughout the development of the proposed strategy. Solid Waste Services staff solicited feedback from numerous internal stakeholders to consult on the proposed options for future collection of household hazardous waste. Internal stakeholders included subject matter experts in the following areas:

- Solid Waste Services
- Legal Services
- Finance and Corporate Services
- Infrastructure and Water Services
- Procurement

### **Councillor Consultation**

Lastly, staff hosted a Councillor Sponsor's Group (CSG) meeting, including Chair Menard and Vice Chair Carr, and presented the proposed strategy and recommendations of this report.

## **ACCESSIBILITY IMPACTS**

Solid Waste Services is committed to adhering to the requirements as outlined in the *Accessibility for Ontarians with Disabilities Act, 2005*, the *Integrated Accessibility Standards Regulation, 191/11*, the City's Accessibility Design Standards (ADS), where applicable, as well as the City of Ottawa's Accessibility Policy.

As the purpose of this report is to recommend the continuation and expansion of the

Household Hazardous Waste Strategy, Solid Waste Services will continue to consult with the community of persons with disabilities, the Accessibility Advisory Committee, and the Accessibility Office, as appropriate.

### **CLIMATE IMPLICATIONS**

There are no climate implications associated with this report.

### **DELEGATION OF AUTHORITY IMPLICATIONS**

Solid Waste Services reports on the use of delegated authority annually to the Environment and Climate Change Committee as outlined in Schedule J – Public Works Department of the Delegation of Authority By-law 2025-69.

### **RISK MANAGEMENT IMPLICATIONS**

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

### **RURAL IMPLICATIONS**

This is a city-wide report.

### **TERM OF COUNCIL PRIORITIES**

The proposed Household Hazardous Waste Strategy aligns with the 2022-2026 Term of Council priority: “a city that is green and resilient”. Outcomes that support this priority include the continuation of HHW collection events for the residents of Ottawa to ensure household hazardous waste materials are safely collected, transported, and appropriately recycled or disposed of, in compliance with federal and provincial legislation.

### **SUPPORTING DOCUMENTATION**

Document 1: Household Hazardous Waste Options Decision Matrix

### **DISPOSITION**

Upon approval of this report, staff will initiate the detailed planning, including locating sites and costing, for several micro–Household Hazardous Waste collection events in different areas of the City to serve as a pilot in 2026 as described in the report. In addition, staff will continue to explore the implementation of permanent multi-use depot(s) for Household Hazardous Waste that would include options for other divertible

material collection programs to be implemented as part of the SWMP.