1. SOLID WASTE MASTER PLAN ROADMAP

FEUILLE DE ROUTE DU PLAN DIRECTEUR DE LA GESTION DES DÉCHETS SOLIDES

COMMITTEE RECOMMENDATIONS

That Council:

1. **Approve the scope and framework for the development of the City of Ottawa's 30-year Solid Waste Master Plan, as outlined in this report;**
2. **Approve the establishment of a Councillor Sponsors Group to work with staff on the development of the Solid Waste Master Plan through each phase, as described in this report.**

RECOMMANDATIONS DU COMITÉ

Que le Conseil :

1. **approuve la portée et le cadre de l'élaboration du Plan directeur de la gestion des déchets solides sur 30 ans de la Ville d'Ottawa, selon les modalités exposées dans ce rapport;**
2. **approuve la mise sur pied du Groupe des promoteurs conseillers municipaux pour travailler en collaboration avec le personnel de l'élaboration du Plan directeur de la gestion des déchets solides dans chacune des phases de ce projet, selon les modalités décrites dans ce rapport.**

DOCUMENTATION / DOCUMENTATION

1. General Manager's Report, Public Works and Environmental Services Department dated 14 June 2019 (ACS2019-PWE-GEN-0007).

   Rapport du Directeur général, Travaux publiques et services environmentaux daté le 14 juin 2019 (ACS2019-PWE-GEN-0007).

2. Extract of Draft Minute, 25 June 2019.

   Éxtrait de l'ébauche du procès-verbal, le 25 juin 2019.

Report to
Rapport au:

Standing Committee on Environmental Protection, Water and Waste Management
Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets
25 June 2019 / 25 juin 2019

and Council
et au Conseil
10 July 2019 / 10 juillet 2019

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Soumis le 14 juin 2019

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE

File Number: ACS2019-PWE-GEN-0007

SUBJECT: Solid Waste Master Plan Roadmap

OBJET : Feuille de route du Plan directeur de la gestion des déchets solides

REPORT RECOMMENDATIONS

That the Standing Committee on Environmental Protection, Water and Waste Management recommend that Council:

1. **Approve the scope and framework for the development of the City of Ottawa's 30-year Solid Waste Master Plan, as outlined in this report;**
2. **Approve the establishment of a Councillor Sponsors Group to work with staff on the development of the Solid Waste Master Plan through each phase, as described in this report.**

RECOMMANDATIONS DU RAPPORT

Que le Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets recommande au Conseil :

1. **d'approuver la portée et le cadre de l'élaboration du Plan directeur de la gestion des déchets solides sur 30 ans de la Ville d'Ottawa, selon les modalités exposées dans ce rapport;**
2. **d'approuver la mise sur pied du Groupe des promoteurs-conseillers municipaux pour travailler en collaboration avec le personnel de l'élaboration du Plan directeur de la gestion des déchets solides dans chacune des phases de ce projet, selon les modalités décrites dans ce rapport.**

EXECUTIVE SUMMARY

> *"Because waste management is a local service, it is much more common for cities to develop a solid waste management–focused master plan than for countries to create a national strategy. Master plans formalize the locality's goals for solid waste management and plans for implementation. Solid waste master plans are comprehensive, outlining planned investments in infrastructure, citizen engagement strategies, environmental criteria and safeguards, and all aspects of waste collection, transport, and disposal."*
>
> *What a Waste 2.0: A Global Snapshot of Solid Waste Management to 2050*
> *World Bank Group, 2018*

The City of Ottawa is responsible for managing the collection, transportation, processing and disposal of blue and black box recyclables, green bin organics, leaf and yard waste, garbage, and bulky items from approximately 291,000 single family homes and 1,685 multi-residential buildings. These services are provided in-line with the Council-approved service-level standards, which are guided by the City's Integrated Waste Management Master Plan.

A municipal Solid Waste Master Plan is intended to provide the overall framework, direction, and goals for solid waste management, diversion and reduction policy over the short-, medium- and longer-term horizon.

The City of Ottawa has had one Solid Waste Master Plan in its history, and this report recommends a process to develop its second.

The City's first Solid Waste Master Plan (known at the time as the Integrated Waste Management Master Plan or IWMMP) was developed at a very different time in the life of this City and under very different circumstances than today. In 2002, when the process to develop the first Master Plan was launched, the Trail Waste Facility was (as it is now) the City's primary landfill responsible for receiving municipal residential waste and estimates at the time indicated that the landfill would reach its capacity by 2009. The Province had an informal waste diversion target of 50%, which aligned with that of the former Region's 1997 Official Plan, and diversion plans were in keeping with the thinking of time – namely on the '3Rs' – reduce, reuse and recycle.

Facing the reality of the City's major landfill expecting to reach capacity within ten years, the City of Ottawa developed the IWMMP using a 16-month, two-phase process, and designed for a twenty-year planning horizon. It was adopted by Council on September 3, 2003 and updated several times to recognize changes to provincial legislation and new goals of Council. Broadly speaking, the IWMMP's priorities included increasing waste diversion exponentially, from 31 per cent to 40 per cent in the first phase, moving to 70 per cent, including launching a source-separated organics program and a multi-residential program, and ensuring that the Trail Waste Facility was maximized as a municipal asset by managing and expanding it appropriately, and by using the landfill to generate electricity.

As the planning horizon for the 2003 IWMMP draws near, with a majority of the waste diversion initiatives in that plan now complete (contributing to a 12 per cent increase in diversion) and the capacity at the Trail Road Landfill expected to last until 2042, the second Solid Waste Master Plan will be developed in a different context.

Awareness has been increasing that the traditional approach to waste management used by the City of Ottawa and many other municipalities in North America– such as the 3R approach, the reliance on landfilling and exporting trash and recyclables to those parts of the globe willing to accept them – will not be enough to keep communities clean and livable over the long-term. Many experts state that a crisis is coming and that there must be a global paradigm shift in how governments, industry and people think of and address waste.

The next Master Plan, therefore, will need to not only build on, but also be an evolution of the City's current 2003 Integrated Waste Management Master Plan, one that takes into account what governments know about waste as a whole. It will need to examine the limited life span of the Trail Waste Facility, how the City collects and processes waste and how it will continue to increase diversion rates, and it will also need to look at broader policy issues like single-use plastics, alternative technologies, and circular economy programs like green procurement. It will also need to look at funding mechanisms and legislative tools and instruments.

The Current Context

In Canada, all three levels of government have a role to play in waste management, with the federal and provincial governments establishing waste reduction and diversion policies and programs, providing regulations and standards for, and the approval and monitoring of, waste management facilities and operations. Municipal governments are typically responsible for managing the collection, recycling, composting, and disposal of household waste in accordance with the policies and regulations established by the upper levels of government.

The federal and provincial governments have both announced coming changes to waste within their jurisdictions, but there are few specifics at this time.

At both the federal and provincial levels, the issue of single-use plastics and the concept of a circular economy (i.e. where producers are responsible and accountable for

collecting and managing their products and packaging after consumers have finished using them) are dominating discussions around waste management. In fact, two recent studies – one international and one domestic - support the finding that only approximately nine per cent of plastics are recycled. In response to this issue, the Province announced on June 7, 2019 that it was appointing a Special Advisor on Recycling and Plastic Waste to urgently address the issue of plastic waste and litter. Shortly thereafter on June 10, 2019, the federal government announced its intent to pursue a ban on single-use plastics which would largely mirror the ban currently being implemented by jurisdictions in the European Union. Although this intent does not translate into a firm change in policy, it is indicative of the current thinking on plastic pollution domestically and internationally.

The concept of a circular economy and the corresponding shift to individual producer responsibility (IPR) is one that has been discussed with Council on a number of occasions since the *Waste-Free Ontario Act* was introduced in 2016. Select products have either been transitioned, or are in the process of being transitioned, under this new provincial legislation, and the continuation of these efforts is supported by federal organizations such as the Council of Ministers of the Environment (CCME) and the National Zero Waste Council.

The City's second Solid Waste Master Plan will need to ensure that it considers and is adaptable to these (and future) waste management priorities across the province, country, and the world, along with meeting its core statutory obligations.

The City of Ottawa is required by the Province of Ontario to collect, transport, process and dispose of residential household waste for its residents. For Ottawa, this means providing waste collection services, including garbage, blue and black box, green bin, leaf and yard waste and bulky item pick up to approximately 291,000 single family homes. In 2018, these homes generated 272,692 tonnes of waste collected, or 82 per cent of all waste collected by the City.

The City also provides collection services for some specific parts of the Industrial, Commercial and Institutional (ICI) sector, although it is not required to do so by the Province. Within this segment, the City provides service to approximately 1,685 multi-residential buildings, 260 City-owned facilities, and 470 small businesses through the City's Yellow Bag Program. In 2018, 59,698 tonnes of waste were collected through

these services, representing 18 per cent of all waste collected by the City. The remainder of the ICI sector has its waste managed by private waste management companies.

City services for curbside collection are provided by a mix of internal staff and contracted services under the service-level standards approved by Council in 2011. These standards include:

- Weekly green bin collection, year-round;
- Bi-weekly collection of blue and black box on alternating weeks;
- Bi-weekly garbage collection; and,
- Bi-weekly collection program for diapers and incontinence products, alternating with the garbage collection.

Council will recall that a short-term extension to the curbside collection contracts was approved on April 24, 2019 until mid-2023 to allow time for the provincial legislative framework to be clarified and for the Solid Waste Master Plan development to be well underway.

Multi-residential collection is currently performed by one contractor for two zones on behalf of the City. The service standard for these properties consists of weekly collection for recycling, garbage and green bins, with bi-weekly collection for bulky items under the curbside collection contract. Additional recycling collections are done at no additional charge, but additional garbage pick-ups requested by the building owner are provided at an extra cost. Where space limitations exist, the City will consider providing curbside collection for garbage and/or recyclables. The multi-residential collection contract was recently tendered, and has tentatively been awarded pending certain conditions. If awarded, the contract would be valid from spring 2020 to spring 2025.

Once collected, the City transports the waste streams to the respective facilities for processing. All recyclable materials (blue box and black box) are processed by respective leading-edge Materials Recovery Facilities (MRFs) managed by one contractor until 2020, with three optional one-year extensions. Organic materials (green bin) are processed under a contract with Renewi Canada (formerly Orgaworld Canada)

which expires in 2030. Separately collected leaf and yard waste during the peak seasons are processed at the City's outdoor composting facility on Barnsdale Road.

The City also operates several other targeted waste programs for materials and/or segments outside of the ones listed above including:

- Household Hazardous Waste Program
- Take-It-Back! Program
- Green Bins in Schools Program
- Yellow Bag Program for small commercial businesses

All materials not diverted through the aforementioned services or programs are sent to the Trail Waste Facility for disposal. In 2018, this amount represented 50 per cent of all curbside materials collected, and 85 per cent of all multi-residential materials collected.

The Trail Waste Facility is a key City asset with an approved capacity of 5.3-million cubic metres which primarily accepts curbside residential waste, but that also accepts some waste from the general public and ICI sector. The landfill currently has an expected closure date of 2042, and a recent study by Dillon Consulting noted that there are limited opportunities for expanding the landfill; however, these opportunities will be examined as part of the Master Planning process. Recent estimates indicate that all landfill-assets currently have a replacement value of $42 million, and the cost of establishing a new landfill would be in the hundreds of millions of dollars.

The City currently has no contractual relationships or obligations with any of the local private sector facilities (Capital Resource Recycling and Recovery Centre; Navan Landfill; West Carleton Environmental Centre; Moose Creek Landfill); however, there was at one point an agreement in place with the West Carleton Environmental Centre that allowed the City to reserve capacity for the City's waste, if desired.

Solid Waste Services operates with a gross budget of roughly $77.2 million (2019). This budget is funded from different sources which vary by program. Specifically, garbage and landfill/disposal services are a flat-fee for each property, while waste diversion is funded through the tax base. Taken together, the average homeowner pays less than $11 per month for waste collection at their home.

Recent Best Practices in Developing Solid Waste Master Plans in Canadian Municipalities

Many municipalities in Canada - including Toronto, Guelph, Winnipeg, and Edmonton, among others - have recently completed, or are in the process of completing, updates to their Master Plans with a planning horizon of 30 to 50-years. The approach being recommended by staff is consistent with the approach followed by all of these municipalities, which entails a phased-approach to determine the current state of the waste management system, where the waste management system wants to be in the future, and how it will get there. Given the significant amount of work involved, and the need for comprehensive public engagement and consultation, these Master Plans usually required about 24-months to complete.

Recommended Roadmap to Develop the Solid Waste Master Plan 2022-2052

Staff is recommending that Council approve the three-phase development of a Solid Waste Master Plan with a 30-year planning horizon, which will be refreshed every five years to assess performance and to develop the subsequent short-term implementation plan to achieve the Plan's overall goals and targets. The approach for developing this Plan, as outlined in this report, will be based on a solid foundation of research, data, best practices and extensive consultations with the public and stakeholders.

PHASE 1 – WHERE ARE WE AT

The first phase of the Plan's development will begin immediately upon Council's approval of this report, and is expected to be completed by the end of Q4 this year. A report to Council on this phase would then be tabled in Q1 2020.

The main objective of Phase 1 will be to provide Council with a baseline of information for discussion in future phases, as well as to inform Council of what tools are available to influence the City's waste management system and programs. During this phase, a Current State Technical Memorandum will be developed, which will document the current state of the city's waste system, including:

- Overview of existing solid waste programs/services
- Overview and status of waste legislation (Federal; Provincial; Municipal)

- Waste composition overview for different segments (e.g. residential, multi-residential, parks, City facilities, etc.)
- Current waste disposal, organics and recycling facilities

Additionally, a Consultation and Stakeholder Engagement Strategy for the project will be developed during this phase.

PHASE 2 – WHERE WE ARE GOING

Phase 2 will begin immediately upon Council's approval of the Phase 1 report, with completion expected by the end of Q1 2021. A report to Council would subsequently be tabled in Q2 2021.

This phase will begin discussions with the public and stakeholders on the vision, guiding principles, objectives and targets that will provide a framework for the Plan. Concurrently, this phase will also consider and examine the City's long-term waste management needs. A Needs Analysis Technical Memorandum will be developed to capture:

- Long-term waste and population projections;
- Policies and programs influencing waste management in the city of Ottawa; and
- Best practices affecting solid waste management.

The information outlined in the above-referenced Technical Memorandum will be compared with the information gathered in Phase 1 to identify any gaps, challenges and opportunities within the existing system. These items will then be used to support the second Technical Memorandum for Phase 2 which will outline various options for consideration, as well as the proposed evaluation process to be used to select and prioritize the options recommended for implementation in the draft plan.

Public engagement and consultation will be a key aspect of this phase, and will be carried out in line with the Consultation and Stakeholder Engagement Strategy developed in Phase 1.

PHASE 3 – HOW WE ARE GOING TO GET THERE

Phase 3 will begin immediately upon Council's approval of the Phase 2 report, and is planned to be completed by the end of Q3 2021. A report to Council presenting the final Solid Waste Master Plan would then be tabled in Q4 2021.

The first deliverable under Phase 3 will be a report for consultation purposes outlining the recommended options and short-term (five-year) implementation plan. Where appropriate, input from this Phase 3 consultation process will be incorporated into the final Plan, which will be presented to Committee and Council by the end of Q4 2021.

The final Solid Waste Master Plan will be a comprehensive and systematic consolidation of the information and input gathered during all phases of this review, outlining at a high-level:

- The City's Vision and Guiding Principles
- The Current Waste Management System
- Projected Long-Term Needs
- Gaps, Challenges, and Opportunities
- The Approach for Identifying and Evaluating Options
- Recommended Options (by Segment)
- Implementation Plan
- Goals and Targets
- Plan Costs and Sustainable Financing

This project will be funded through approved dedicated Solid Waste Capital Accounts, which currently have $1.3 million available for the development of this strategy.

In addition to being consistent with industry best practices, the development of the City's updated Master Plan will be supported and informed throughout by the work that is already underway with respect to the various waste pilot projects and other initiatives

(e.g., recycling and green bins in City parks and for festivals, development of a multi-residential diversion strategy and single use plastics strategy research, etc.).

Following Council's consideration of this report, a circulation of interest will be undertaken by the City Clerk's Office for participation in a Councillor Sponsors Group, which staff is recommending be established to work with them over the two-year duration of this project. The Sponsors Group would review and provide input/feedback on the project plan and detailed timeline; specific areas for inclusion in reports; the draft consultation plan; the draft vision, principles, goals and targets prior to consultation; the proposed options analysis prior to consultation; and the draft and final recommended Plans.

In keeping with past practice, it is recommended that the Sponsors Group include the Chair and Vice-Chair of the Standing Committee on Environmental Protection, Water, and Waste Management, a representative from the Mayor's Office, and two additional members of Council to be selected by this Standing Committee.

SYNTHÈSE

> *« Parce que la gestion des déchets est un service local, il est beaucoup plus courant, pour les villes, d'élaborer un plan directeur axé sur la gestion des déchets solides que pour les pays de créer une stratégie nationale. Les plans directeurs officialisent les objectifs de la localité pour la gestion des déchets solides et les plans pour la mise en œuvre. Les plans directeurs de gestion des déchets solides sont des documents complets, qui décrivent les investissements planifiés dans les infrastructures, dans les stratégies de participation citoyenne, dans les critères environnementaux et les mesures environnementales, ainsi que dans tous les aspects de la collecte, du transport et de l'élimination des déchets. »*
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> *« Déchets : Quel gâchis 2.0 : un état des lieux actualisé des enjeux de la gestion des ordures ménagères »*
> *Banque mondiale, 2018*

La Ville d'Ottawa est chargée de gérer la collecte, le transport, le traitement et l'élimination des articles recyclables dans les boîtes bleues et noires, les déchets organiques dans les bacs verts, les feuilles et les résidus de jardinage, les ordures et les articles encombrants dans environ 291 000 maisons unifamiliales et 1 685 immeubles à logements multiples. Ces services sont offerts conformément aux normes sur les niveaux de service approuvés par le Conseil municipal, qui sont guidés par le Plan directeur de la gestion intégrée des déchets de la Ville.

Le Plan directeur de la gestion des déchets solides de la municipalité vise à définir l'ensemble du cadre, de l'orientation et des objectifs de la politique de gestion, de réacheminement et de réduction des déchets solides, à court, à moyen et à plus long termes.

La Ville d'Ottawa a eu, dans ses annales, un plan directeur de la gestion des déchets solides, et dans ce rapport, nous recommandons d'adopter un processus pour en élaborer un deuxième.

Le premier Plan directeur de la gestion des déchets solides de la Ville (appelé à l'époque le « Plan directeur de la gestion intégrée des déchets » ou PDGID) a été élaboré à une époque très différente dans les annales de cette ville et dans des circonstances très différentes de ce qu'elles sont aujourd'hui. En 2002, lorsqu'on a lancé le processus d'élaboration du premier plan directeur, la décharge contrôlée du chemin Trail (telle qu'on la connaît aujourd'hui) était la principale décharge publique de la Ville consacrée au traitement des déchets résidentiels de la Ville, et les estimations de l'époque indiquaient que cette décharge atteindrait sa pleine capacité en 2009. Le gouvernement provincial avait un objectif informel de réacheminement des déchets de 50 %, qui cadrait avec celui du Plan officiel 1997 de l'ancienne région, et les plans de réacheminement étaient conformes aux idées de l'époque, notamment les 3 R (réduire, réutiliser et recycler).

Puisqu'elle s'attendait en réalité à ce que la principale décharge publique municipale atteigne sa pleine capacité en moins de dix ans, la Ville d'Ottawa a élaboré le PDGID en faisant appel à un processus en deux phases qui s'est étalé sur 16 mois et l'a conçu pour un horizon de planification de 20 ans. Ce plan a été adopté par le Conseil municipal le 3 décembre 2003 et a été maintes fois mis à jour pour tenir compte des changements apportés aux lois provinciales et des nouveaux objectifs du Conseil

municipal. Dans l'ensemble, les priorités du PDGID consistaient à accroître exponentiellement le réacheminement des déchets, pour passer de 31 % à 40 % dans la première phase, et pour enchaîner avec 70 %, notamment en lançant un programme de gestion des déchets organiques séparés à la source et un programme pour les immeubles à logements multiples, et en s'assurant que la décharge contrôlée du chemin Trail était maximisée comme infrastructure municipale en la gérant et en l'agrandissant comme il se doit, de même qu'en s'en servant pour produire de l'électricité.

Puisque l'horizon de planification du PDGID de 2003 tire à sa fin, que la majorité des initiatives de réacheminement des déchets de ce plan sont terminées (ce qui a permis d'accroître de 12 % le volume des déchets réacheminés) et que la marge de capacité de la décharge contrôlée du chemin Trail devrait durer au moins jusqu'en 2042, le deuxième Plan directeur pour la gestion des déchets solides sera élaboré dans un contexte différent.

On sait de plus en plus que l'approche traditionnelle dans la gestion des déchets qu'utilisent la Ville d'Ottawa et de nombreuses autres municipalités en Amérique du Nord – comme l'approche 3 R, la dépendance vis-à-vis des décharges publiques et l'exportation des rebuts et des articles recyclables dans les pays qui souhaitent les traiter – ne sera pas suffisante pour veiller à ce que les collectivités soient propres et vivables à long terme. De nombreux experts affirment qu'une crise est imminente et qu'il faut une mutation du paradigme mondial dans la réflexion des gouvernements, de l'industrie et des citoyens et dans les mesures à prendre pour corriger le problème des déchets.

Le prochain plan directeur devra donc non seulement étoffer, mais aussi prolonger l'actuel Plan directeur pour la gestion intégrée des déchets 2003 de la Ville, en tenant compte de l'état des connaissances des gouvernements à propos des déchets dans leur ensemble. Il faudra se pencher sur la durée de vie limitée de la décharge contrôlée du chemin Trail, sur les moyens que prend la Ville pour ramasser et traiter les déchets et sur la façon dont elle continuera d'accroître les taux de réacheminement, de même que sur les grandes questions de principe comme les plastiques à usage unique, les différentes technologies et les programmes de l'économie circulaire comme

l'écologisation des achats. Il faudra aussi se pencher sur les mécanismes de financement et sur les outils et instruments législatifs.

Le contexte actuel

Au Canada, les trois ordres de gouvernement ont un rôle à jouer dans la gestion des déchets : le gouvernement fédéral et les gouvernements provinciaux adoptent des politiques et des programmes de réduction et de réacheminement des déchets, prévoient des règlements et des normes et approuvent et surveillent les installations et les opérations de gestion des déchets. Les administrations municipales sont généralement responsables de la gestion de la collecte, du recyclage, du compostage et de l'élimination des déchets ménagers conformément aux politiques et règlements établis par les ordres supérieurs de gouvernement.

Le gouvernement fédéral et les gouvernements provinciaux ont tous deux annoncé les modifications qu'ils apporteront aux lois et aux règlements sur les déchets qui relèvent de leur compétence. Or, ils ont publié peu de détails jusqu'à maintenant.

À l'échelle fédérale et provinciale, la question des plastiques à usage unique et la notion d'économie circulaire (dans laquelle les producteurs sont responsables et redevables de la collecte et de la gestion de leurs produits et de leur conditionnement lorsque les consommateurs ont fini de s'en servir) dominent les discussions sur la gestion des déchets. En fait, deux études récentes – soit une étude internationale et une étude nationale – étayent la constatation selon laquelle environ 9 % seulement des plastiques sont recyclés. Pour tenir compte de cet enjeu, le gouvernement provincial de l'Ontario a annoncé, le 7 juin 2019, qu'il nommait un conseiller spécial pour le recyclage et les déchets de plastique, afin de se pencher de toute urgence sur la question des déchets de plastique et des ordures. Peu de temps après, le 10 juin 2019, le gouvernement fédéral a annoncé qu'il avait l'intention de se pencher sur une interdiction des plastiques à usage unique qui tiendrait essentiellement compte de l'interdiction appliquée à l'heure actuelle au Royaume-Uni. Bien que cette intention ne se traduise pas par une évolution ferme de la politique, elle est révélatrice de la réflexion actuelle sur la pollution par les plastiques, au Canada et à l'étranger.

La notion d'économie circulaire et le basculement correspondant vers la responsabilité individuelle des producteurs (RIP) ont été débattus avec le Conseil à un certain nombre

d'occasions depuis que la *Loi de 2016 favorisant un Ontario sans déchets* a été adoptée. Certains produits ont été convertis ou sont en train de l'être dans le cadre de cette nouvelle loi provinciale, et ces efforts se poursuivent avec le concours d'organismes fédéraux comme le Conseil canadien des ministres de l'Environnement (CCME) et le Conseil national zéro déchet.

Dans son deuxième Plan directeur pour la gestion des déchets solides, la Ville devra s'assurer de tenir compte des priorités actuelles (et projetées) de la gestion des déchets dans l'ensemble de la province, du pays et du monde entier, s'y adapter et s'acquitter de ses obligations officielles essentielles.

Le gouvernement de l'Ontario oblige la Ville d'Ottawa à ramasser, transporter, traiter et éliminer les déchets domestiques de ses résidents. Pour Ottawa, il s'agit de fournir des services de collecte des déchets, dont les ordures, les boîtes bleues et noires, le bac vert, les feuilles et les résidus de jardinage et les articles encombrants à ramasser auprès d'environ 291 000 habitations unifamiliales. En 2018, ces habitations ont produit 272 692 tonnes de déchets ramassés, soit 82 % de l'ensemble des déchets collectés par la Ville.

La Ville assure aussi des services de collecte dans certaines parties du secteur industriel, commercial et institutionnel (ICI), même si le gouvernement provincial ne l'y oblige pas. Dans ce segment, la Ville sert environ 1 685 immeubles à logements multiples, 260 établissements municipaux et 470 petites entreprises dans le cadre du Programme de sacs jaunes. En 2018, 59 698 tonnes de déchets ont été ramassées dans le cadre de ces services, ce qui représente 18 % de l'ensemble des déchets ramassés par la Ville. Dans les autres parties du secteur ICI, les déchets sont gérés par des entreprises privées de gestion des déchets.

Les services municipaux de collecte en bordure de rue sont assurés à la fois par le personnel interne et par des sous-traitants conformément aux normes de niveau de service approuvées par le Conseil en 2011. Ces normes prévoient :

- la collecte hebdomadaire des bacs verts toute l'année;
- la collecte, toutes les deux semaines, des boîtes bleues et noires, en alternance une semaine sur deux;

- la collecte des ordures toutes les deux semaines;
- un programme de collecte, toutes les deux semaines, des couches et des produits d'incontinence, en alternance avec la collecte des ordures.

Le Conseil municipal se rappellera qu'une prorogation à court terme des contrats de collecte en bordure de rue a été approuvée le 24 avril 2019 jusqu'au milieu de 2023 afin de disposer du délai nécessaire pour préciser le cadre législatif du gouvernement provincial et pour que l'élaboration du Plan directeur pour la gestion des déchets solides soit suffisamment bien amorcée.

La collecte dans les immeubles à logements multiples est actuellement assurée par un entrepreneur qui le fait dans deux zones pour le compte de la Ville. La norme de service dans ces immeubles prévoit une collecte hebdomadaire du recyclage, des ordures et des bacs verts et une collecte toutes les deux semaines des articles encombrants dans le cadre du contrat de collecte en bordure de rue. D'autres collectes des articles à recycler sont menées sans frais supplémentaires; toutefois, les opérations supplémentaires de ramassage des ordures effectuées à la demande des propriétaires des immeubles le sont moyennant un supplément de frais. Quand il y a des limites de place, la Ville offre éventuellement un service de collecte en bordure de rue pour les ordures et les articles à recycler. Le contrat de la collecte dans les immeubles à logements multiples a récemment fait l'objet d'un appel d'offres et a été attribué provisoirement, sous réserve de certaines conditions. S'il est attribué, ce contrat serait valable pour la période comprise entre le printemps 2020 et le printemps 2025.

Après avoir ramassé les déchets, la Ville les achemine dans les différentes installations pour les traiter selon différents volets. Toutes les matières recyclables (boîte bleue et boîte noire) sont traitées dans les installations de récupération des matières (IRM) de pointe gérées par un entrepreneur jusqu'en 2020, dans le cadre de trois prorogations contractuelles d'une durée d'une année chacune. Les matières organiques (bac vert) sont traitées dans le cadre d'un contrat avec Renewi Canada (auparavant Orgaworld Canada), qui arrive à expiration en 2030. Les feuilles et les résidus de jardinage collectés séparément pendant les saisons de pointe sont traités dans une installation de compostage en plein air de la Ville sur le chemin Barnsdale.

La Ville exploite aussi plusieurs autres programmes de gestion ciblée des déchets pour les matériaux et les segments hors des programmes énumérés ci-dessus, à savoir :

- le Programme de gestion des déchets ménagers dangereux;
- le programme Rapportez-les!;
- le Programme des bacs verts dans les écoles;
- le Programme de sacs jaunes pour les petites entreprises commerciales.

Toutes les matières qui ne sont pas réacheminées dans le cadre des services ou des programmes évoqués ci-dessus sont transportées jusqu'à la décharge contrôlée du chemin Trail pour y être éliminées. En 2018, le volume de ces matières représentait 50 % de l'ensemble des matières collectées en bordure de rue et 85 % de toutes les matières collectées dans les immeubles à logements multiples.

La décharge contrôlée du chemin Trail est une infrastructure municipale importante, dont la capacité approuvée se chiffre à 5,3 millions de mètres cubes et qui traite essentiellement les déchets résidentiels collectés en bordure de rue, ainsi que certains déchets du grand public et du secteur ICI. Cette décharge devrait fermer en 2042, et dans une récente étude, Dillon Consulting fait observer que les possibilités d'agrandir la décharge sont limitées; toutefois, ces possibilités seront examinées dans le cadre du processus d'établissement du plan directeur. Les récentes estimations nous apprennent que l'ensemble des infrastructures d'enfouissement des déchets a actuellement une valeur à neuf de 42 M$ et que le coût de l'aménagement d'une nouvelle décharge publique serait de l'ordre de centaines de millions de dollars.

À l'heure actuelle, la Ville n'a aucune relation ni aucune obligation contractuelle avec l'une quelconque des installations locales du secteur privé (Centre de récupération des ressources de la région de la capitale, décharge du chemin Navan**,** Centre environnemental de Carleton-Ouest et décharge de Moose Creek); toutefois, il y a eu à un moment donné un accord avec le Centre environnemental de Carleton-Ouest, qui permettait à la Ville de réserver, si elle le souhaitait, une certaine capacité pour les déchets municipaux.

Les Services de gestion des déchets solides exercent leurs activités grâce à un budget brut de l'ordre de 77,2 M$ (2019). Ce budget est financé grâce à différentes sources qui varient selon le programme. En particulier, les services de gestion des ordures et d'élimination ou d'enfouissement donnent lieu à des frais fixes pour chaque propriété, alors que le réacheminement des déchets est financé à même l'assiette fiscale. Dans l'ensemble, le propriétaire moyen paie moins de 11 $ par mois pour la collecte des déchets à sa résidence.

Les pratiques exemplaires récentes dans l'élaboration des plans directeurs de gestion des déchets solides dans les municipalités canadiennes

Au Canada, notamment à Toronto, à Guelph, à Winnipeg et à Edmonton, entre autres, de nombreuses municipalités viennent de mettre à jour leur plan directeur selon un horizon de planification de 30 à 50 ans ou sont en train de le faire. L'approche recommandée par le personnel de la Ville cadre avec celle qu'adoptent toutes ces municipalités, ce qui consiste à faire appel à une approche échelonnée pour déterminer l'état actuel du système de gestion des déchets, l'état projeté de ce système et les moyens à prendre pour y arriver. Compte tenu du volume considérable de travail à effectuer et parce qu'il faut prévoir de vastes efforts de participation citoyenne et de consultation du public, il faut généralement consacrer 24 mois environ à l'établissement de ces plans directeurs.

La feuille de route recommandée pour l'élaboration du Plan directeur pour la gestion des déchets solides 2022-2052

Le personnel de la Ville recommande au Conseil d'approuver l'élaboration en trois phases du Plan directeur pour la gestion des déchets solides selon un horizon de planification de 30 ans, qui sera réactualisé tous les cinq ans afin de tenir compte des résultats et de mettre au point le plan ultérieur de mise en œuvre à court terme pour permettre d'atteindre les objectifs et les cibles du Plan dans l'ensemble. L'approche à adopter pour élaborer ce plan, selon les modalités exposées dans ce rapport, s'inspirera d'un solide socle de travaux de recherche, de données, de pratiques exemplaires et de vastes consultations auprès du public et des intervenants.

PHASE 1 – LA SITUATION ACTUELLE

La première phase de l'élaboration du Plan s'amorcera dès que le Conseil aura approuvé ce rapport et devrait être terminée d'ici la fin du quatrième trimestre de 2019. Le rapport à soumettre au Conseil sur cette phase serait alors déposé au premier trimestre de 2020.

Le principal objectif de la phase 1 consistera à donner au Conseil une base d'information pour tenir des discussions dans les prochaines phases, de même qu'à faire connaître au Conseil les outils disponibles pour orienter le système et les programmes de gestion des déchets de la Ville. Pendant cette phase, on mettra au point le Mémoire technique de l'état des lieux, qui portera sur la situation actuelle du système de collecte des déchets de la Ville, à savoir :

- la vue d'ensemble des programmes et des services de gestion des déchets solides existants;
- la vue d'ensemble et la situation des textes de loi (fédéraux, provinciaux et municipaux) sur les déchets;
- la vue d'ensemble de la composition des déchets dans différents segments (habitations, immeubles à logements multiples, parcs et installations de la Ville, entre autres);
- les installations actuelles d'élimination des ordures, de traitement des déchets organiques et de recyclage.

En outre, on mettra au point, pendant cette phase, la Stratégie de consultation et de mobilisation des intervenants.

PHASE 2 – NOTRE ORIENTATION

La phase 2 sera lancée dès que le Conseil aura approuvé le rapport de la phase 1, qui devrait être déposé d'ici la fin du premier trimestre de 2021. On déposerait ensuite un rapport auprès du Conseil au deuxième trimestre de 2021.

Cette phase permettra d'amorcer les discussions avec le public et les intervenants sur la vision, les principes directeurs, les objectifs et les cibles qui définiront la structure-

cadre du Plan. Dans le même temps, cette phase permettra aussi d'analyser et d'examiner les besoins à long terme dans la gestion des déchets de la Ville. On mettra au point le Mémoire technique de l'analyse des besoins pour faire état :

- des projections à long terme sur les déchets et la population;
- des politiques et des programmes qui orienteront la gestion des déchets sur le territoire de la Ville d'Ottawa;
- des pratiques exemplaires portant sur la gestion des déchets solides.

L'information exposée dans le Mémoire technique évoqué ci-dessus fera l'objet d'une comparaison avec l'information réunie dans la phase 1 afin de cerner les déficits, les difficultés et les possibilités dans le cadre du système existant. On s'inspirera ensuite de ces points pour étayer le deuxième mémoire technique pour la phase 2 qui décrira les différentes options pour étude, ainsi que le processus d'évaluation proposé à appliquer pour sélectionner les options que l'on recommande de mettre en œuvre dans le plan provisoire et pour attribuer des priorités à ces options.

La participation citoyenne et la consultation du public constitueront un aspect essentiel de cette phase et seront menées conformément à la Stratégie de consultation et de mobilisation des intervenants élaborée dans la phase 1.

PHASE 3 – LES MOYENS À PRENDRE POUR ATTEINDRE L'OBJECTIF

La phase 3 sera lancée dès que le Conseil aura approuvé le rapport de la phase 2 et devrait s'achever à la fin du troisième trimestre de 2021. On déposerait ensuite, au quatrième trimestre de 2021, le rapport au Conseil présentant la version définitive du Plan directeur pour la gestion des déchets solides.

Le premier résultat de la phase 3 serait un rapport de consultation décrivant dans leurs grandes lignes les options recommandées et le plan de mise en œuvre à court terme (cinq ans). Le cas échéant, on tiendrait compte des commentaires issus du processus de consultation de la phase 3 dans la version définitive du Plan, qui sera présentée au Comité et au Conseil d'ici la fin du quatrième trimestre de 2021.

La version définitive du Plan directeur pour la gestion des déchets solides constituera une synthèse complète et systématique de l'information et des commentaires réunis pendant toutes les phases de cet examen et exposant en général :

- la vision et les principes directeurs de la Ville;
- le système actuel de gestion des déchets;
- les besoins projetés à long terme;
- les déficits, les difficultés et les possibilités;
- l'approche pour la définition et l'évaluation des options;
- les options recommandées (par segment);
- le plan de mise en œuvre;
- les objectifs et les cibles;
- les coûts et le financement durable du Plan.

Ce projet sera financé à même les comptes spécialisés et approuvés des dépenses en immobilisations des déchets solides, qui prévoient actuellement des crédits disponibles de 1,3 M$ pour l'élaboration de cette stratégie.

En plus de s'harmoniser avec les pratiques exemplaires de l'industrie, l'élaboration du Plan directeur à jour de la Ville sera étayée et éclairée, dans l'ensemble, par les travaux qui se déroulent déjà à l'heure actuelle dans le cadre des différents projets pilotes de gestion des déchets (par exemple le recyclage et les bacs verts dans les parcs de la Ville et pour les festivals, l'élaboration d'une stratégie de réacheminement des déchets pour les immeubles à logements multiples et la recherche sur la stratégie relative aux plastiques à usage unique, entre autres).

Lorsque le Conseil municipal se sera penché sur ce rapport, le Bureau du greffier municipal et de l'avocat général publiera une manifestation d'intérêt pour la participation à un groupe de promoteurs-conseillers municipaux que le personnel de la Ville recommande de mettre sur pied et avec lequel il entend travailler pour les deux années de la durée de ce projet. Le Groupe des promoteurs passera en revue et commentera

le plan du projet et le calendrier détaillé, les points précis à inclure dans les rapports, le plan de consultation provisoire, la version provisoire de la vision, des principes, des buts et des cibles avant la consultation, l'analyse des options proposées avant la consultation, ainsi que la version provisoire et la version définitive des plans recommandés.

Conformément à la pratique antérieure, on recommande que le Groupe de promoteurs soit constitué du président et du vice-président du Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets, d'un représentant du Bureau du maire et de deux membres du Conseil municipal à sélectionner par ce comité permanent.

BACKGROUND

The City of Ottawa manages a complex, integrated solid waste management system that maintains public health and supports environmental sustainability for the municipality's estimated 291,000 single family homes and 1,685 multi-residential buildings. This includes managing the collection, transport, processing and disposal of blue and black box recyclables, green bin organics, leaf and yard waste, garbage, and bulky items.

A municipal Solid Waste Master Plan provides the overall framework, direction, and goals for solid waste management, waste diversion and reduction policy over the short-, medium- and longer-term horizon. Prior to 2001, although waste management was a regional government responsibility, there was no overarching master plan or policy framework for municipal waste. Rather, planning related to collecting, processing and/or disposing of residential solid waste were determined through various piecemeal reports, policies, practices, and programs.

City of Ottawa's First Solid Waste Master Plan

> *"Because waste management is a local service, it is much more common for cities to develop a solid waste management–focused master plan than for countries to create a national strategy. Master plans formalize the locality's goals for solid waste management and plans for implementation. Solid waste master plans are comprehensive, outlining planned investments in infrastructure, citizen*

engagement strategies, environmental criteria and safeguards, and all aspects of waste collection, transport, and disposal."

What a Waste 2.0: A Global Snapshot of Solid Waste Management to 2050
World Bank Group, 2018

At the time of amalgamation, the Trail Road Landfill, herein referred to at the Trail Waste Facility, was the City's primary landfill responsible for receiving municipal residential waste. The landfill began receiving waste in May 1980, and was initially expected to receive waste for 20-years – until 2000. This closure date was extended to 2009 through various successful diversion initiatives leading up to 2002, as reported in the 2001 Monitoring Report for the Trail Road and former Nepean landfills. In May 2002, the City initiated an environmental assessment for the expansion of the Trail Waste Facility in an attempt to extend the lifespan of the landfill.

Facing the reality of the City's major landfill reaching capacity within 10 years, the City of Ottawa developed its first Solid Waste Master Plan, known at the time as the Integrated Waste Management Master Plan (IWMMP), in a 16-month, two-phase process, as one of the foundational activities of the newly-amalgamated city. It was adopted by Council on September 3, 2003. At the time of approval, Solid Waste Services had a gross budget of approximately $31 million for its collection, processing and disposal activities. Shortly following the approval of the IWMMP by Council, the Ministry of the Environment approved the City's 2002 environmental assessment for the expansion of the Trail Waste Facility in 2005, thereby extending the lifespan of the landfill by 10 to 40 years beyond the revised closure date of 2009.

At the time the City's first waste master plan was approved, the provincial government had a target in place of 50 per cent waste diversion, although the target was not formally legislated by the Province. Targets of 25 to 50 per cent were common amongst states and provinces in the United States and Canada at the time, and were established primarily in response to landfill capacity crises. These targets were often established without analysis of what these goals would require in terms of both finances and waste processing technologies. The target in the former Region's 1997 Official Plan also aligned with the provincial target, declaring a target of 50 per cent diversion by 2000 for its 323,000 residents. In 2000, the actual diversion rate achieved for curbside residential waste was 39 per cent, with overall diversion for all residential waste being 31 to 34 per

cent. Although lower than the target rate of 50 per cent, this diversion rate exceeded the provincial average.

The first waste master plan was designed for a 20-year horizon, and was in keeping with the thinking and legislative framework of the day, with a focus on the '3 Rs' – reduce, reuse and recycle. Public consultation was also undertaken in keeping with the minimal standards of the time, namely the establishment of a Multi-stakeholder Advisory Committee and the Environmental Advisory Committee.

Broadly speaking, the IWMMP's priorities included increasing waste diversion exponentially, from 31 per cent to 40 per cent in the first phase, and then 70 per cent, including launching a source-separated organics program and a multi-residential program, as well as ensuring that the Trail Waste Facility was maximized as a municipal asset by managing and expanding it appropriately, and by using the landfill to generate electricity. Much of the foundational work for these initiatives were undertaken concurrently with the development of the Master Plan.

At Council's direction, staff reviewed three potential funding models for solid waste: 1) property assessment based, 2) flat-fee based, and 3) full user-pay, with the final recommendation being a hybrid model. The hybrid approach recommended that waste diversion programs continue to be assessed on the tax bills, waste collection and disposal programs be funded as a flat fee, and the yellow bag program for non-residential properties be funded on a full user-pay basis.

As the twenty-year horizon of the 2003 Integrated Waste Management Master Plan closes, many of the individual objectives have been achieved, with varying levels of success. At a high-level, of the nine recommendations impacting diversion in the 2003 IWMMP relating to waste diversion, financial sustainability, participation, and public consultation - eight recommendations have been completed. As a result, these initiatives have contributed to an increase in waste diversion of approximately 12 per cent (31 per cent in 2002 vs. 43 per cent in 2018).

As the end of the planning horizon for the 2003 Master Plan draws near, awareness has been increasing that the traditional approach to waste management used by the City of Ottawa and many other municipalities in North America– such as the 3R approach, the reliance on landfilling and exporting trash and recyclables to those parts of the globe

willing to accept them – will not be enough to keep communities clean and livable over the long-term. Many experts state that a crisis is coming and that there must be a global paradigm shift in how governments, industry and people think of and address waste.

The next Master Plan, therefore, will need to not only build on, but also be an evolution of the City's current 2003 Integrated Waste Management Master Plan, one that takes into account what governments know about waste as a whole. It will need to examine the limited life span of the Trail Waste Facility, how the City collects and processes waste and how it will continue to increase diversion rates, and it will also need to look at broader policy issues like single-use plastics, alternative technologies, and circular economy programs like green procurement. It will also need to look at funding mechanisms and legislative tools and instruments.

Current Thinking on Waste

> *"…[T]he world is on a trajectory where waste generation will drastically outpace population growth by more than double by 2050. Although we are seeing improvements and innovations in solid waste management globally, it is a complex issue and one that we need to take urgent action on…*
>
> *Solid waste management is a universal issue affecting every single person in the world. Individuals and governments make decisions about consumption and waste management that affect the daily health, productivity, and cleanliness of communities. Poorly managed waste is contaminating the world's oceans, clogging drains and causing flooding, transmitting diseases via breeding of vectors, increasing respiratory problems through airborne particles from burning of waste, harming animals that consume waste unknowingly, and affecting economic development such as through diminished tourism. Unmanaged and improperly managed waste from decades of economic growth requires urgent action at all levels of society."*
>
> *What a Waste 2.0: A Global Snapshot of Solid Waste Management to 2050*
> *World Bank Group, 2018*

While approaches and opinions on waste management vary significantly across the province, country, and the world – there is a fundamental understanding that the management of solid waste is a universal issue affecting every single person on the

planet. The magnitude of this issue is compounded by the fact that the World Bank estimates that the world will generate 3.40-billion tons of waste annually by 2050, increasing drastically from today's 2.01-billion tons. This increase in waste generation is expected to create further challenges for municipal waste management systems as rapid urbanization will continue to test reduction efforts, as well as waste collection, processing and disposal systems.

Another challenge for municipal waste systems is the types of waste that are emerging in large quantities with limited processing and/or viable end-market options available. Single-use plastics, as an example, is perhaps the most prominent waste type coming to the forefront for all levels of government. Since the 1950's, the use of plastic has outpaced that of almost any other material largely due to it being inexpensive, lightweight, convenient and easy to manufacture. Of all plastic produced, the United Nations Environmental Programme estimates that roughly half this plastic is in the form of plastic packaging. Furthermore, estimates also suggest that only nine per cent of all plastic ever produced has been recycled, which means that 91 per cent of all plastic is either landfilled or disposed of through other means. This plastic recycling figure is also supported domestically by the 2018 Economic Study of the Canadian Plastic Industry, Markets and Waste commissioned by Environment and Climate Change Canada. The inability of most plastics to biodegrade makes this issue extremely concerning for environmental policymakers, and is likely to support increased efforts to effectively manage this waste type moving forward.

As the City heads into the development of its second Solid Waste Master Plan, leading international agencies, industry and government are conducting research into emerging trends and best practices in the areas of pollution and waste. Governments around the world are in the process of recognizing that waste management must become a top priority for all levels of government, and that industry has a part to play to help solve the issues at hand. There is also a recognition that improvements in technology alone will not solve the looming crisis. Rather, it will only be solved through a combination of technology, regulation, collection management and behavioural change in the public and in industry.

Canada and Ontario

> *"Compared with international peers, all of Canada's provinces rank poorly on the environment report card, with top-ranked Ontario scoring a "B" and placing behind 10 of the 15 peer countries."*
>
> *How Canada Performs*
> *Conference Board of Canada, April 2016*

In Canada, all three levels of government have a role to play in waste management, with the federal and provincial governments establishing waste reduction and diversion policies and programs, providing regulations and standards for, and the approval and monitoring of, waste management facilities and operations. Municipal governments are typically responsible for managing the collection, recycling, composting, and disposal of household waste in accordance with the policies and regulations established by the upper levels of government. As noted in a 2015 study on the "State of Waste Management in Canada" prepared for the Canadian Council of Ministers of Environment (Giroux Environmental Consulting), "Canada has a poor record on waste according to a recent international ranking of OECD countries by the Conference Board of Canada (Canada is 17th out of 17). Nationally, the amount of non-hazardous total waste (residential and non-residential) sent to disposal in 2010 was 25 million tonnes."

As the City of Ottawa prepares to develop its second Master Plan, the Ontario and Canadian governments are also in the process of reviewing and renewing their approach to waste and pollution, particularly with respect to plastic and food wastes.

Specifically, on June 10, 2019, the federal government announced its intent to pursue a ban on single-use plastics which would largely mirror the ban currently being implemented by the jurisdictions in the European Union. It is important to note that, while details on this potential ban will be made available for public consultation, at the time of this report - it should be considered a "statement of intent" rather than a statutory direction on single-use plastics in Canada.

It is also worth noting that this potential ban aligns with the efforts of the Canadian Council of Ministers of the Environment's (CCME) Strategy on Zero Plastic Waste and the National Zero Waste Council's focus on Product Design and Packaging. Both leading national organizations are also committed to supporting a Canada-wide shift

from a "take-make-dispose" economy to circular economy. Despite these commitments and the valuable work done by both organizations, the specifics on "how" and "when" remain largely unknown at this time.

As described later in this report, current Ontario legislation requires producers to be responsible and accountable for collecting and managing their products and packaging after consumers have finished using them – a concept commonly referred to as individual producer responsibility (IPR). The *Resource Recovery and Circular Economy Act* outlines a framework for producer responsibility in the province, and the Provincial Government is responsible for designating materials for transition to IPR. In Ontario, used tires were the first material under the new legislation to move to IPR on January 1, 2019. Electrical and electronic equipment and batteries are currently in the consultation phase of the transition, with the phased approach expected to be complete by July 1, 2020. The draft regulations for Municipal Hazardous or Special Waste (MHSW) have yet to be released for comment; however, in April 2018, the previous Environmental Minister directed Stewardship Ontario to wind up the MHSW Program by December 31, 2020. This approach has widespread support amongst policymakers as one of the most effective tools to ensure that the producers of products consider post-consumer treatment and/or proper disposal of their products.

Relative to its peer provinces and territories, the Conference Board of Canada's Environmental Report Card ranks Ontario as the overall top-performer across the categories of air pollution, waste, fresh water management and climate change. Specific to waste, which is evaluated based on waste generation per capita, Ontario was tied for second alongside New Brunswick and British Columbia, with Nova Scotia ranked in first.

> *"The Canadian plastics economy is mostly linear, with an estimated nine percent of plastic waste recycled, four percent incinerated with energy recovery, 86 percent landfilled and one percent leaked into the environment… Key barriers to the recovery of plastics include a combination of factors such as: low diversion rates (only 25 percent of all plastics discarded are collected for diversion) process losses in the sorting (e.g. shredded residues containing plastic sent to landfill) and reprocessing stages; and the near-absence of high volume recovery options for hard-to-recycle plastics (e.g. plastics waste coming from the white goods, EEE or automotive sectors)."*

Economic Study of the Canadian Plastic Industry, Markets and Waste Summary Report to Environment and Climate Change Canada, Deloitte, April 2019

"…[T]he future costs of removing all single-use plastics accumulating in the environment is estimated as higher than the costs of preventing littering today. In Europe alone, the estimated costs for cleaning shores and beaches reach €630 million per year, and the studies suggest that the annual economic damage plastics impart on the world marine system is at least $13 billion."

Single-Use Plastics: A Roadmap for Sustainability United Nations Environment Programme, 2018

On June 7, 2019, the Government of Ontario announced the appointment of a Special Advisor on Recycling and Plastic Waste to urgently address these issues and have indicated that he will be producing "a report this summer on how to tackle plastic waste and litter, improve recycling, increase products that can go into the blue box, and ensure producers are responsible for managing plastic and other packaging at end-of-life". They have also indicated that there will be a renewed focus on increasing waste diversion in the ICI sector.

Food and organic waste has also been a focus for the province, both for the significant and negative effect methane has on climate change and the fact that proper disposal and processing of this waste can turn waste into a usable asset.

To put the issue of food waste into context at the provincial-level, the Province's "A-Made-In-Ontario Environmental Plan" currently estimates that approximately 60 per cent of all food waste is sent to the landfill. Once landfilled, food waste begins to decompose and produce methane – a potent greenhouse gas that is between 20 to 25 times more potent than carbon dioxide. In 2015, greenhouse gas emissions from the waste sector accounted for 8.6 megatonnes of carbon dioxide, or approximately 5 per cent of Ontario's total greenhouse gas emissions from all sources, according to federal government statistics. In response, the Province's Environmental Plan outlines proposed actions for expanding green bin usage across the Province, a proposal for

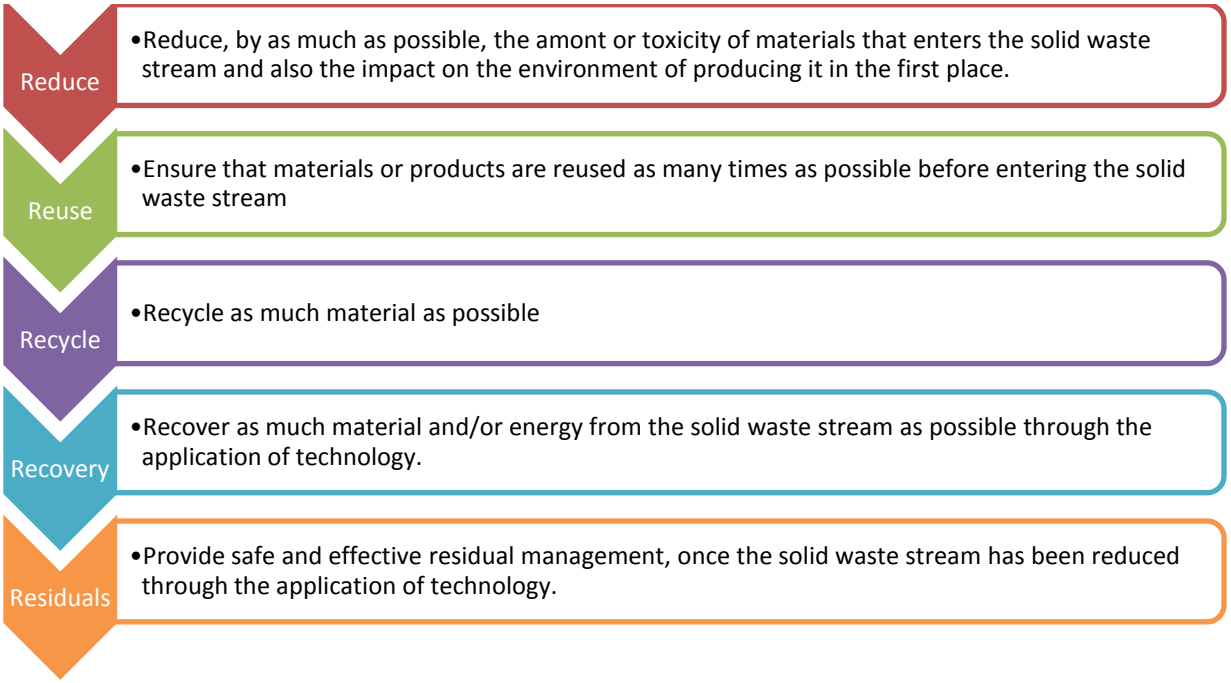
banning food waste from landfills, expanding outreach efforts for food reduction and diversion, and developing best practices for safe food donation. These actions, although in the early stages, appear to largely follow in the footsteps of other large national and local governments' strategies and efforts to combat food waste.

Recent Best Practices in Developing Solid Waste Master Plans in Canadian Municipalities

Municipalities are the front-line governments involved in/responsible for waste in Canada. With limited policy and financing tools, they are responsible for the bulk of residential waste management services, including collection, transportation, disposal, treatment, processing and funding. The establishment of a Solid Waste Master Plan can help municipal governments ensure their responsibilities for this critical service can be met in a sustainable way over the long-term.

A number of other large Canadian municipalities either have recently completed their Solid Waste Master Plans, or are in the process of developing or updating one. Staff has reviewed a number of those plans to identify the best practices that the City of Ottawa can use as part of the development of its next Master Plan.

Common elements of the development of these plans include the use of what the Government of British Columbia refers to as the "5 R Pollution Prevention Hierarchy" - Reduce, Reuse, Recycle, Recover, and Residuals Management – as the recommended basis for solid waste master plans.



As well, and as noted in the British Columbia report referenced above, public consultation is not considered to be "a separate step in the planning process … it should be undertaken across all steps….. Public engagement and input into the solid waste management plan helps ensure that the final plan is robust and well-supported. As well, innovative ideas often emerge from comprehensive engagement." The public also helps to ensure that the vision, objectives and strategies in the plan are focused on local priorities and community needs as identified by them.

For this reason, most of the Solid Waste Master Plan development processes in Canadian municipalities have occurred in distinct phases, with robust consultation with advisory committees, stakeholders and interested individuals, including feedback reports, taking place at each phase.

Data gathering and analysis is also a common element. This includes an assessment of the current waste management systems, including discussing gaps, challenges and opportunities, developing waste management and population projections, identifying the City's long-term waste management needs, reviewing policies and programs that influence waste management, identifying trends affecting solid waste management and current and innovative industry practices.

Most plans have used a 30 to 50-year planning horizon, and all include performance measurement and reporting, along with a phased implementation plan and regular reviews and updates.

Highlights of the best practice review include:

- The City of Toronto initiated the review of its solid waste strategy in 2014, and the revised plan was approved by its City Council in 2016. The development process for Toronto's waste strategy looked at a planning horizon of 30-50 years and consisted of three phases (Build the Foundation; Build the Strategy; Document and Decide), resulting in 24 recommendations. The goal of the strategy aims to divert 70 per cent of Toronto's waste away from landfill by 2026.

- The City of Guelph initiated the review of its solid waste master plan in December 2012, and the revised plan was approved by its City Council in 2014 with the goal of achieving 70 per cent diversion by 2021. Guelph's solid waste master plan covered a 25-year period, and the review consisted of four distinct phases (Current State; Future State; Public Consultation; and Options and Opportunities). In total, the plan consists of 41 recommendations across nine segments (Waste Minimization; Multi-Residential Recycling; Reuse Centre Programming; Open Space Recycling & Special Events; Promotion and Advertising; Construction & Demolition Waste; Industrial, Commercial & Institutional Waste; High Performance Recycling; and Waste Disposal).

- The City of Winnipeg initiated a four-phase review of its Comprehensive Integrated Waste Management Plan in June 2010, and the plan was approved in September 2011. The primary goal of the plan is to exceed the provincial target of 50 per cent diversion. The plan identified a total of 19 initiatives in five categories (Reduction and Reuse; Resource Recovery; Recycling; Organics Diversion; Waste Collection) to be implemented over a 20-year period.

- The City of Edmonton is currently conducting an update to its Waste Management Strategy with a 25-year timeline using a four-phase approach, with the goal of diverting 90 per cent of residential waste from the landfill. The review was initiated in February 2018, and the updated strategy is expected to be presented to Council in the summer of 2019.

Staff's recommended approach, as outlined in the next section, will be supported and informed by the work that is already underway with respect to pilot projects related to recycling and green bins in City parks, working with Emergency and Protective Services and Event Central to have recycling and organics waste collection in place at all large special events by 2020, the upcoming expanded green bin service, development of a multi-residential diversion strategy and single use plastics strategy research, and an overall review of the curbside waste collection model in advance of tendering the next curbside collection contract.

DISCUSSION

Current State Overview

Municipal solid waste management is multi-faceted and complex. The City of Ottawa is required by the Province of Ontario to collect, transport, process and dispose of residential household waste for the nearly one-million people that live here. For Ottawa, which is a geographically large municipality incorporating significant urban, suburban and rural communities, this means that 126 trucks travel across 5,600 kilometres of roadway every week to provide waste collection services, including garbage, blue and black box, green bin, and leaf and yard waste, to approximately 291,000 single family homes. In 2018, these homes generated 272,692 tonnes of waste collected, or 82 per cent of all waste collected by the City. By way of comparison, in 2003, the City collected 273,155 tonnes of waste from single-family homes, representing 89 per cent of all waste collected by the City.

The City also provides collection services for some specific parts of the Industrial, Commercial and Institutional (ICI) sector, although it is not required to do so by the Province. This includes the collection, transport, processing and disposal of blue and black box recyclables, green bin organics, garbage, and bulky items to approximately 1,685 multi-residential buildings, 260 City-owned facilities, and 470 small businesses through the City's Yellow Bag program. It also provides approximately 240 schools with green bin collection through the City's Green Bins in Schools program. In 2018, 59,698 tonnes of waste were collected through these services, representing 18 per cent of the total waste collected by the City. By way of comparison, in 2003, the City collected 33,444 tonnes of waste from these groups, representing 11 per cent of total waste collected. Not only can this increase be attributed to an increase in the number of multi-

residential buildings serviced, but also to the fact that since 2003, the City now collects all waste generated at City facilities, which was not the case in 2003.

Curbside residential collection services for the City of Ottawa are contracted out in accordance with the service standards established by Council which, in turn, are guided by provincial legislation. Current curbside service levels were established by City Council in April 2011, as follows:

- Material is collected five days per week;
- Uniform residential curbside collection service levels provided across the city, both rural and urban;
- Weekly green bin collection, year-round;
- Bi-weekly collection of blue and black box on alternating weeks and bi-weekly garbage collection; and,
- Bi-weekly collection program for diapers and incontinence products, alternating with the garbage collection.

Curbside waste collection is provided through a mix of contracted and in-house services, with collection areas divided into five zones, two of which are serviced by the in-house team and three of which are serviced by private contractors. While the contracts were originally assigned by means of a competitive process, Council recently approved their extension to mid-2023, under new terms and conditions, to allow time for the provincial legislative framework to be clarified and for the Solid Waste Master Plan development to be well underway. Staff recommended this approach in order to ensure the community and Council have adequate time to establish a vision, objectives and targets for the Plan, so that future curbside collection options to be considered in the next collection contract align with the strategic direction of the City's Solid Waste Master Plan and include comprehensive community consultation.

For multi-residential collection services, recycling, garbage and green bins are typically collected once per week, with bulky items collected bi-weekly as part of the curbside residential collection contract. Building owners can request additional garbage pick-ups as required throughout the week at their cost, while additional recycling pick-up services

to these buildings are provided without additional charge. Approximately one-third of the City's multi-residential buildings currently participate in the Green Bin program. The multi-residential collection contract is divided into two zones. Currently, both zones are serviced by the same contractor. Green bin and bulky item collection from multi-residential locations is done through the curbside collection contract and some multi-residential locations also may receive curbside collection service for either garbage and/or recyclables because of on-site space limitations. The City recently tendered a new contract for multi-residential collection services, which has been conditionally awarded, pending confirmation that the contractor has met insurance and a few other special provisions outlined in the contract. The contract will be valid from the spring of 2020 until the spring of 2025.

Recycling and organics are collected in divided trucks and then processed. Recyclables are transported to one of two contracted material recovery facilities (MRF) - one processes blue box materials, the other black box materials. The MRFs use leading-edge processing technology, which, along with separated material streams, has resulted in the City having the third lowest net cost per tonne in Ontario to process recyclable materials. The current contracts for this service are up for renewal in 2020, with three optional one-year extensions available.

Organics and leaf and yard waste are transported to the Renewi organics processing facility on Hawthorne Road in the south east part of the city, and the City's contract with this processor ends in 2030.

Separately collected leaf and yard waste, which is collected during peak periods lasting approximately 10 weeks each year, is transported and processed at the City's outdoor composting facility on Barnsdale Road.

In addition to residential collection, the City also runs the following waste programs:

- Household Hazardous Waste program with mobile drop-off depots across the city;
- Take It Back! program, which encourages local businesses to "take back" many of the household materials that they sell to local retailers, to ensure they are reused, recycled or disposed of properly;

- Green Bins in Schools program, which currently extends the City's residential green bin program to approximately 70 per cent of all schools in Ottawa as an education opportunity for students;

- Yellow Bag service for small businesses in Ottawa that generate smaller amounts of garbage (less than 16 bags of garbage every 2 weeks) at a cost of $3.75 per bag for garbage, while recyclables and green bin organics are collected for free; and special event collection for events like Winterlude, Canada Day and others.

The City also runs a promotion and education program designed to increase public awareness of the City's waste management programs and service features, let people know the benefits of sorting and recycling/diverting waste from the landfill and help motivate residents to make informed decisions about waste reduction and reuse.

All of those materials from the City's curbside and multi-residential collection not processed as part of the blue and black box, green bin and leaf and yard waste programs are sent to the Trail Waste Facility – in 2018, this represented approximately 50 per cent of the tonnes collected under the curbside contract and approximately 85 per cent of the tonnes collected under the multi-residential contract. The Trail Waste Facility is a key City asset – a state of the art landfill that employs innovative technologies and methods and is operated above industry standards.

The Trail Waste Facility primarily accepts curbside residential waste, but also accepts waste from the general public and some waste from the ICI sector, including City facilities, contamination from the recycling and organics processing facilities, and the City's multi-residential collection.

A portion of the landfill gas produced at the Facility is converted into electricity through a public-private partnership with PowerTrail Inc.. The on-site plant consists of a six-megawatt landfill-gas-to-energy system – enough to power 6,000 homes annually - which generates roughly $200,000 in annual revenue for the City. The current agreement with PowerTrail expires in early 2027, with the possibility of two five-year extensions based on City approval.

The Trail Waste Facility has an approved capacity of 16.9 million cubic metres (m3), with 5.8 million cubic metres (m3), and a current projected life expectancy of 2042. A recent study conducted by Dillon Consulting in 2017 confirmed that there is extremely

limited opportunity to further expand the Trail Waste Facility beyond its current footprint; however, these opportunities should and will be further explored through the Master Planning process. The cost of establishing a new landfill is estimated to be in the magnitude of hundreds of millions of dollars. For example, in 2007, the City of Toronto purchased its current landfill, the Green Lane Landfill, at a cost of approximately $220 million.

The City also owns the Springhill Landfill, which has been operated by a private sector firm, and is now temporarily closed to help manage environmental impacts until a permanent solution is approved by the Ministry of the Environment, Conservation and Parks and constructed.

There are also a number of private sector landfills within or near the City boundaries that collect ICI and residential waste from both within and outside of the city of Ottawa. It is staff's current understanding that the following local landfills are operating, or are in the approval process:

- Capital Resource Recycling and Recovery Centre operated by Taggart Miller Environmental Services, Boundary Road, Navan (Approved – not currently accepting waste);
- Navan Landfill operated by Waste Connections of Canada, 3354 Navan Road, Ottawa (Operating);
- West Carleton Environmental Centre operated by Waste Management of Canada, Carp Road, Ottawa (Approved – not currently accepting waste); and
- Eastern Ontario Waste Handling Facility or Moose Creek Landfill operated by Green For Life, Lafleche Road, Moose Creek (Operating).

The Moose Creek facility is located just outside the City limits, but well within what is considered a reasonable hauling distance. ICI and Construction and Demolition (C&D) waste generated in Ottawa is also transported, processed and disposed of out of province and out of country. Staff observe that Eastern Ontario has an unusually high concentration of landfills, with an estimated 29 million cubic meters of air space potentially available for waste in or near Ottawa. There are also four privately owned waste transfer stations within the city and surrounds:

- Waste Connections of Canada – Highway 417 and Hunt Club Road area;
- Waste Management of Canada - Highway 417 and Highway 7 area;
- Tomlinson Group - Highway 417 and Highway 7 area; and
- Green For Life in Moose Creek.

Currently, the City has no contractual relationships or obligations with any private sector facility. There was contractual obligation many years ago for the City to send 30 per cent of its residential waste to Waste Management of Canada's Carp Road Facility; however, there is no longer a Council-approved or legally-binding agreement with them at this time.

The 2019 budget provides that the total gross cost of solid waste services for the City of Ottawa is $77.2-million in operating costs. Garbage and landfill/disposal services, with a total cost of $22.5-million, are funded by a flat rate applied to each curbside residence and each multi-family residence. Waste diversion services, with total costs of $44-million, are funded through the tax base, offset by revenues of $16.2-million from recycling markets and the Resource Productivity and Recovery Authority (formerly Waste Diversion Ontario). Taken together, the average homeowner pays less than $11 per month for waste collection at their home.

Recommended Roadmap to Develop the Solid Waste Master Plan 2022-2052

As noted earlier, at the most basic level, a municipal Solid Waste Master Plan provides the overall framework, direction, and goals for solid waste management, diversion and reduction policy over the short-, medium- and longer-term horizon. It is also, at its best, a living document that establishes a change agenda that meets the community's vision, targets and objectives for managing its waste in a way that ensures public health and sustainability over the long term. The Plan will be updated every five years to assess performance and to develop the subsequent short-term implementation plan to achieve the Plan's overall goals and targets. It will align with existing key relevant City plans or policies, such as the Official Plan, the Air Quality and Climate Change Management Plan and Energy Evolution.

Staff is recommending an approach to develop a Solid Waste Master Plan for a 30-year planning horizon based not only on research, data and best practices, and an understanding of the legislative framework, but also on extensive feedback received from the public and stakeholders throughout the development process. If approved, each phase would have specific deliverables, however the process is designed to be flexible enough to accommodate new information and new ideas throughout.

The recommended timelines and deliverables for the development of the City's Solid Waste Master Plan are as follows:

PHASE 1 – WHERE ARE WE AT

This first phase will begin immediately upon Council's approval of this report, and is scheduled to be complete by the end of Q4 this year. A report to Council with the information below will subsequently be tabled in Q1 2020.

The objective of this phase is to establish a common baseline for the conversations to take place in the later phases of the Plan's development concerning future options and recommendations. It will provide Council with an overview of the legislative 'toolkit' (by-laws, licensing, tipping fees, site plan requirements, etc.) it has to work with that influence the City's waste management system and programs. During this phase, a Current State Technical Memorandum will be developed, which will document the current state of waste generated in the city (e.g. composition), as well as provide an overview of all aspects of the City's current waste management system. Specifically, the Phase 1 Technical Memorandum will cover the following:

- Current waste reduction, reuse, collection, processing, and disposal programs
- Overview and status of waste legislation (Federal; Provincial; Municipal)
- Waste composition overview for:
    - Curbside residential
    - Multi-residential
    - Parks and public spaces

    - City facilities
    - Partner programs and other non-City waste
- Current waste disposal, organics and recycling facilities (including projected end of lifecycle)

In addition, a Consultation and Stakeholder Engagement Strategy for the project will be developed during this phase.

It is important that this baseline be established for a wide variety of segments in order to effectively assess the City's system and to ensure we can adequately and accurately assess the performance of future initiatives the City will undertake to achieve the objectives of the Plan. This will ensure that a tailored approach is taken towards addressing each segment in a manner which is both measurable and transparent.

PHASE 2 – WHERE WE ARE GOING

Phase 2 will begin immediately upon Council's approval of the Phase 1 report, with completion expected by the end of Q1 2021. A report to Council with the information below would subsequently be tabled in Q2 2021.

Building on the work done in Phase 1, and after confirming "Where Are We At", Phase 2 will seek to determine "Where We Are Going". This phase will begin discussions with key stakeholders on the vision, guiding principles, objectives and targets that will provide a framework for the Plan. Based on these discussions, staff will seek Council approval of these items. The latter items in this phase requiring Council's approval will be of particular importance to developing the Plan, as it sets the stage for determining "how far", "how fast", and "at what cost" the Plan and its recommendations should be designed for.

With the thorough analysis of the City's current waste system completed in Phase 1, this next phase will also seek to identify the City's long-term waste management needs through an independent comprehensive needs assessment, which will be documented in the form of another Technical Memorandum. To do this, the analysis will consider long-term waste and population projections, policies and programs influencing waste management in the city of Ottawa, as well as best practices affecting solid waste management to help identify the future needs of the City's solid waste management

system. These needs will then be compared with the information collected in Phase 1 to identify gaps, challenges and opportunities within the existing system. This assessment will serve as a natural stepping stone for the next stage of Phase 2, which considers the options and recommendations that will underpin the Plan.

This component of Phase 2 will consist of an additional and separate Technical Memorandum outlining the available options to address the needs identified through the needs assessment detailed above. More specifically, the memorandum will describe the various options, as well as outline the evaluation process used to select and prioritize the options recommended for implementation in the draft plan. The evaluation will consider a triple bottom line approach, and include social, environmental, financial implications of each option. The evaluation criteria will also consider key Council approved lenses, including a climate impact lens and an equity and inclusion lens.

Public engagement and consultation will be a key aspect of this phase. The community and key stakeholders will be engaged to assist with determining the vision, guiding principles, objectives and targets of the Plan. They will also be consulted to review and prioritize the different options identified, as well as identifying how and when (short-, medium- or long-term) the recommendations should be put into action. Their feedback will form a critical component of this discussion leading up to the final draft Plan.

PHASE 3 – HOW WE ARE GOING TO GET THERE

Phase 3 will begin immediately upon Council's approval of the Phase 2 report, and is planned to be completed by the end of Q3 2021. A report to Council presenting the final Solid Waste Master Plan would then be tabled in Q4 2021.

The first deliverable under Phase 3 will be a report to Committee and Council presenting the Draft Plan, which will include the recommended options and short-term (5 year) implementation plan. This draft will be provided primarily for consultation purposes. Specifically, it will provide an opportunity for Council, members of the public, and other stakeholders to provide their feedback on the recommended options and the proposed approach to implementation. Where appropriate, input from this Phase 3 consultation process will be incorporated into the final Plan, which will be presented to Committee and Council by the end of Q4 2021.

In summation, areas of focus throughout the development of the Plan will include all aspects of curbside residential and multi-residential solid waste services, waste collection in parks and other public spaces, how the City deals with the waste it generates both at its facilities and its construction waste, current partner programs, emerging policy and program trends (such as Circular Economy and Green Procurement policies), waste processing and disposal, and current and emerging technologies; both large-scale options (e.g. organics to biogas conversions facilities), and smaller scale (e.g. solar-powered recycling receptacles), as well as demonstration facility partnerships (e.g. Amsterdam's disposable diaper pilot).

Staff will also be providing Council with a comprehensive understanding of the municipal legislative instruments it is able to use to enforce and/or influence change, including by-laws, licensing, tipping fees, site plan requirements, etc.

Staff are already working on the baseline information and best practice research that will support the proposed phase 1 and phase 2 work, including background research on other municipal solid waste master plans and processes, defining the scope of work for the project and determining resource allocation for the project. In addition to the planning work being done in support of the Master Plan project, staff continue to work on executing or planning for upcoming work on component projects, including identifying curbside service level options to inform the next collection contract, multi-residential diversion strategy and single-use plastics strategy research. Staff also continue to work on other Council approved initiatives and projects, which include implementing the expansion of the green bin program to accept plastic bags and dog waste, continuing the recycling in City parks pilot, that includes dog waste, as well as working with the multi-residential working group to inform a recommended multi-residential diversion strategy.

Again, as previously noted, public engagement and feedback on the development of the Plan is a cornerstone of staff's recommended approach. The consultation strategy will take into consideration City of Ottawa best practices, for example, the City's Light Rail and Central Library community consultations, as well as those used by Toronto and Edmonton as part of their Solid Waste Master Plan development. As well, the Environmental Stewardship Advisory Committee will be consulted at all stages.

Staff are also recommending that a Councillor Sponsors Group be established to work with staff over the two-year duration of this project. Members of Council receive feedback from their residents on solid waste services on a daily basis, and their participation can help ensure that staff are aware of current thinking and concerns as the work proceeds. The Sponsors Group would review and provide input/feedback on the project plan and detailed timeline, on specific areas for inclusion in reports, on the draft consultation plan, on the draft vision, principals, goals and targets prior to consultation, on the proposed options analysis prior to consultation, and on the draft and final recommended Plans.

In keeping with past practice, it is recommended that the Sponsors Group include the Chair and Vice-Chair of the Standing Committee on Environmental Protection, Water, and Waste Management, a representative from the Mayor's office, and two additional members of Council to be selected by this Committee following a circulation of interest by the City Clerk's Office.

Council can expect the final Solid Waste Master Plan to be a comprehensive and systematic consolidation of the information and input gathered during all phases of this review, outlining at a high-level:

- The City's Vision and Guiding Principles
- The Current Waste Management System
- Projected Long-Term Needs
- Gaps, Challenges, and Opportunities
- The Approach for Identifying and Evaluating Options
- Recommended Options (by Segment)
- Implementation Plan
- Goals and Targets
- Plan Costs and Sustainable Financing

The Plan will be considered a fluid document, and will be updated every five years in an effort to align with new legislation, emerging policy and program trends. A 5-year review will also provide the opportunity to assess the performance of the short-term initiatives and to see if they are in fact achieving the goals established in the master plan. Lastly, the 5-year review period will allow staff to develop the subsequent short-term implementation plan to achieve the Plan's overall goals and targets.

Finally, the plan will be developed to align with existing key relevant City plans or policies, such as the Official Plan, the Air Quality and Climate Change Management Plan, and Energy Evolution.

This project will be funded through approved dedicated Solid Waste Capital Accounts, which currently have $1.3 million available for the development of this strategy.

Next Steps

Following Council's consideration of this report, a circulation of interest will be undertaken for participation in the Councillor Sponsors Group.

As well, staff will begin the work necessary to initiate the project to develop the Solid Waste Master Plan itself, and will bring forward the Phase 1 report in Q1 2020.

Staff will continue the work on the supporting component projects identified (i.e. the service level options, the strategy for multi-residential diversion, etc.).

Staff note that the City has lacked a dedicated solid waste planning team for over a decade, resulting in fragmented solid waste planning, with no stable funding to implement future initiatives. There may be a requirement to shift resources within the department to strengthen the City's abilities to implement Council direction in this area. Any changes would be captured either in a report to Council or as part of the annual budget process.

RURAL IMPLICATIONS

This is a city-wide report.

CONSULTATION

A Consultation and Stakeholder Engagement Strategy will be developed for this project during Phase 1. This strategy will take into consideration consultation and public engagement best practices at the City of Ottawa, as well as the best practices of other municipalities that have undertaken similar projects.

LEGAL IMPLICATIONS

There are no legal impediments to Committee and Council's approval of the recommendations of this report.

RISK MANAGEMENT IMPLICATIONS

There are risk implications. These risks have been identified and explained in the report and are being managed by the appropriate staff.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report. Funding exists in the approved 2019 Solid Waste Services Capital Budget to undertake the initiatives as part of this plan.

ACCESSIBILITY IMPACTS

Staff will ensure all applicable accessibility standards are adhered to during the execution of the initiatives and activities identified in this report.

ENVIRONMENTAL IMPLICATIONS

This report outlines a recommended approach for developing the City's second Solid Waste Master Plan. Once developed, the Plan will outline various recommended options for achieving the City's environmental goals with respect to solid waste management, diversion and reduction.

TERM OF COUNCIL PRIORITIES

ES1 – Support an environmentally sustainable Ottawa

ES2 – Reduce long-term costs through planned investment and staging of diversion and conservation strategies

DISPOSITION

Upon approval of this report, staff will undertake the necessary activities as part of Phase 1 of the Solid Waste Master Plan Project. As well, a circulation of interest will be undertaken by the City Clerk's Office for participation in a Councillor Sponsors Group.