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1.0 Introduction

The City of Ottawa launched in June 2019 a process to develop a 30-year Solid Waste Master Plan (hereafter, the Waste Plan). The Waste Plan is intended to provide staff and Council with the overall framework and direction for solid waste management, diversion, and reduction policy from its date of adoption through the following 30 years. Once completed, the plan will outline at a high-level:

- The City's vision, guiding principles, and goals;
- The current waste management system;
- Projected long-term needs;
- Gaps, challenges, and opportunities;
- The approach for identifying and evaluating options;
- Recommended options;
- Implementation plan;
- Targets; and
- Plan costs and sustainable financing.

A Communications and Engagement Strategy was developed to support the Waste Plan's development. The strategy sets out three phases of engagement that align with the Waste Plan's technical phases of development (more on this below).



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This *As We Heard It Report* provides an overview of the Waste Plan’s overall development process and considers all input received as a result of Engagement Series 1, the Waste Plan’s initial phase of engagement.

Engagement Series 1 was launched in May of 2020 and completed in September of that year. Several engagement activities were carried out to solicit input from multiple sources on the Waste Plan’s draft vision, guiding principles, and goals for long-term waste management. The vision is a statement that will define where the City wants to be in 30 years’ time; guiding principles will help create a culture where everyone knows what’s important; and, goals will define the outcomes needed to be achieved in order to make the vision a reality.

In addition, input was solicited to inform the development of a long list of draft options for the Waste Plan. These options will be recommended policies and programs that will seek to maximize how to avoid, reduce, reuse, and recycle waste and manage material that is left over. Lastly, feedback was sought on the criteria that will be used to develop an evaluation tool for assessing this long list of options using a triple bottom line approach (i.e., the environmental, social, and financial considerations of each option).

This long list of options will be presented to Council for consideration by the end of Q2 2021, after which the options will be assessed using the evaluation tool. The resulting options will be presented to residents and stakeholders for feedback during Engagement Series 2, which will take place in the fall of 2021.

1.1 Context

A Paradigm Shift is Required



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The City of Ottawa's first solid waste plan was adopted by Council in 2003 and updated several times to recognize changes to provincial legislation and new goals of Council. The 2003 plan sought to increase waste diversion exponentially, from 31 to 40 per cent in the first phase, and eventually moving to 70 per cent. The plan led to the City initiating the green bin program. It also outlined a strategy to maximize the lifespan of the City's Trail Road Waste Facility and to use the landfill to generate electricity.

Many things have changed since 2003, which is a key driver behind the City's efforts to develop a new waste plan. Experts point to an impending global crisis when it comes to waste, and they caution that current policies and practices, such as the focus on the 3R approach, the reliance on landfilling, and exporting trash and recyclables to other countries (often in developing parts of the world) will not be sufficient or even viable over the long-term.

On top of this, the Trail Road landfill currently has only 30% capacity remaining. 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.

Given the changes since 2003, the remaining and dwindling capacity of the Trail Road landfill, and the increasing awareness that the traditional approach to waste management will not be enough to keep communities clean and livable in the long-term, the new Solid Waste Master Plan will need to be an evolution of the 2003 plan. The Waste Plan will examine the limited lifespan of Trail Road, how the City collects and processes waste, and how it will continue to increase diversion rates. It will also need to look at broader policy issues like single-use plastics, alternative technologies, and circular economy programs like green procurement. The Waste Plan will also consider funding mechanisms and legislative tools and instruments.

Current Status



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The City of Ottawa is currently 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.

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 1,700 multi-residential buildings, 260 City-owned facilities, and 470 small businesses through the City's Yellow Bag Program.

Given the scope of services provided by the City, the Waste Plan will consider waste generated from the following sectors:

- Curbside residential properties;
- Multi-residential buildings;
- Parks and public spaces;
- City facilities; and
- Partner programs and other non-City waste.

1.2 Process - The Waste Plan's Technical Phases of Development

Work on the new Waste Plan is being undertaken in three technical phases of development:

- **PHASE 1 – WHERE ARE WE AT (November 2019 to May 2020):** The main objective of Phase 1 was to provide Council with a baseline of information on the **current state** of waste generation and management in the City of Ottawa, as well as to inform Council of what tools are available to influence the City's waste management system and



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programs. Work also included the development of a robust **Communications and Engagement Strategy** for the project. The Phase 1 technical report to Council was tabled in Q2 2020.

- **PHASE 2 – WHERE WE ARE GOING (June 2020 to Q1 2022):** This phase began with discussions with staff, councillors, the public, and stakeholders on the **vision, guiding principles, and goals** that will provide a framework for the Waste Plan. This phase also considers long-term **waste management needs**, the development of a list of potential policy and program **options** to include in the Waste Plan, and a proposed **evaluation tool** for assessing these options using a triple bottom line approach (environmental, social, and financial considerations). Resident and stakeholder engagement was and continues to be a key aspect of this phase (more on this below). The Phase 2 technical report will be tabled before Council in June 2021.
- **PHASE 3 – HOW WE ARE GOING TO GET THERE (Q1 2022 to Q1 2023):** The goal of the third and final phase is to develop the **draft Solid Waste Master Plan** and engage all residents and stakeholders on the draft document. Engagement will inform the **finalization of the Waste plan**, which will then be reviewed by Council for approval. A short-term (five year) **implementation plan** will also be developed along with a **financial plan**.

Several opportunities for City staff and Council, stakeholders, and members of the public to provide input into the development of the Waste Plan have been built-in throughout the process. The timing of these engagement opportunities is shown in the figure below.



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Figure 1: Waste Plan Technical Work and Engagement Timing



The final plan will be a comprehensive and systematic consolidation of the information and input gathered during all phases of this review.

2.0 The Waste Plan’s Engagement Process

2.1 Overview and Objectives

A Communications and Engagement Strategy was developed with the broad goals of raising awareness at the community level and ensuring residents and stakeholders are provided ample opportunity to provide input at key stages in the Waste Plan’s development. More specifically, the Waste Plan’s engagement process is intended to:

- Ensure high participation in engagement opportunities driven by extensive communications and outreach efforts;



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- Provide residents and stakeholders with the necessary information for them to participate meaningfully in engagement opportunities;
- Enable stakeholders to participate fully at key steps of the decision-making process;
- Inform residents and stakeholders on how their input contributed to the development of the Waste Plan; and
- Ensure the final Waste Plan is supported by the community and takes their concerns, ideas, and feedback into account.

The Communications and Engagement Strategy sets out three phases of engagement (as well as a pre-consultation phase) comprising a wide range of activities that are multi-channel, inclusive and accessible, and supported by significant promotion to connect with populations that are difficult to reach.

Planned activities include in-person public consultation sessions, online engagement through the City's online platform Engage Ottawa (e.g., surveys, forums, and question and answer tools), outreach activities, (e.g., pop-up events at recreational centres and malls), workshops and roundtables with key stakeholders, surveys and market research, and focus groups with residents and organizations representing equity-seeking groups.

2.2 Key Audiences

To ensure that the final Waste Plan is supported by the community, it is critical that City staff reach out to a robust list of stakeholders that are representative of Ottawa's diverse demographics and the many businesses, associations, and organizations that contribute to Ottawa's economic, social, and environmental well-being. In order to do so, the City applied an



Equity and Inclusion Lens when identifying a long list of key stakeholders that stood to be affected by the new City of Ottawa Solid Waste Master Plan.

Key audiences include:

- Residents, including equity and inclusion groups, and multi-residential residents;
- Associations, including those representing diverse perspectives and resident interests;
- Businesses, including Business Improvement Associations, coalitions, construction businesses, demolition businesses, for-profit businesses, businesses receiving City services, multi-residential property managers and owners, local boards, and waste service providers;
- Educational Institutions, including universities, colleges, and school boards;
- Environmental groups and non-governmental organizations, including both urban and rural associations and organizations;
- Government and waste management associations;
- City staff;
- City Council; and
- Members of the City's Environmental Stewardship Advisory Committee (ESAC).

In order to ensure key stakeholders, members of Council, and relevant City staff are engaged at major milestones throughout the Waste Plan's development, the following groups were developed:



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- **Stakeholder Sounding Board (SSB):** Consisting of individuals and organizations from across the city that represent a broad range of resident and stakeholder perspectives, including differing demographics and housing types. The SSB provides a forum for mutual learning and enhanced discourse on topics related to the Waste Plan.
- **Council Sponsors Group (CSG):** A standing committee of Council was established and comprises 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. The CSG provides vital input, and strategic advice to staff supporting the Waste Plan's development and will act as a champion to help see the project through to its completion.
- **City Champions Group (CCG):** The CCG consists of City staff from across the organization that are leaders and subject-matter experts. Members help support the project team by providing input into the Waste Plan based on their respective areas of expertise. The group will also be consulted to ensure the plan's alignment with other departmental objectives and operational requirements.

The Terms of Reference and membership for the stakeholder groups identified above is provided in Appendix 1.

2.3 Phases of Engagement

The engagement process began with a pre-consultative phase. This took place simultaneously with the Waste Plan's Technical Phase 1 and involved stakeholder analysis and the development of the Communications and Engagement Strategy. The Strategy outlines a process by which communications and engagement activities will occur during the Waste Plan's Technical Phases 2 and 3.



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A key driver of the Strategy is to ensure that City staff and councillors, residents, and stakeholders have numerous opportunities to provide meaningful input that will inform the Waste Plan's development.

The following presents an outline of the various phases of engagement and their respective objectives:

Pre-Consultation (November 2019 to April 2020)

In alignment with the Waste Plan's Technical Phase 1, the objective of the pre-consultation was to:

- Gain feedback from key stakeholders to acquire a deeper understanding of their interests;
- Generate awareness and excitement in the Waste Plan's development;
- Provide information to assist residents and stakeholders understand the purpose of the project; and
- Draft a long list of guiding principles to be discussed and finalised as part of the initial phase of engagement.

As part of the pre-consultative phase, interviews were conducted with 13 stakeholder organizations over the period of October to November 2019, in order to obtain insight into their hopes and concerns regarding waste management in the City and determine how they would prefer to be involved in the engagement process. The interviews and additional research informed the development of the Communications and Engagement Strategy.



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Informational material was also developed during this phase in order to educate residents and stakeholders on some of the key solid waste management topics and considerations relevant to the Waste Plan. This information was primarily in the form of "backgrounders" that were posted on Engage Ottawa, the City's online engagement platform. The backgrounders provided stakeholders with pertinent information that would enable them to more fully participate in the upcoming engagement activities.

The Communications and Engagement Strategy was included in the Phase 1 technical report to Council that was tabled in Q2 2020.

Engagement Series 1 (May 2020 - September 2020)

Engagement Series 1 was designed to solicit feedback to inform decisions that are to be made as part of Waste Plan Technical Phase 2. Specific engagement objectives were to:

- Solicit input into the development of the Waste Plan's vision, guiding principles, and goals;
- Gain feedback from residents and stakeholders on the City's waste management needs and help identify options to meet these needs; and
- Gain feedback from key stakeholder groups on the evaluation tool that will be used to assess Waste Plan options.

During the period of May to September 2020, staff, the Council Sponsors Group, residents, and stakeholders were engaged on these objectives. All originally planned activities were modified to enable virtual engagement in response to the COVID-19 pandemic and Public Health's direction regarding gatherings. Every effort was made to replace planned in-person sessions with effective virtual activities, which included online dialogue sessions and



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workshops, virtual focus groups, surveys, online forums, and a dedicated engagement platform where residents and stakeholders could ask questions of staff and submit their ideas. The results of Engagement Series 1 are summarized in the next section of this Report.

The Phase 2 technical report will be tabled before Council in June 2021 and will include the draft vision, guiding principles, and goals statements that were developed as a result of Engagement Series 1 and that need to be approved by Council. (More on Engagement Series 1 and how feedback was used to inform the vision, guiding principles, goals, Waste Plan options, and the evaluation tool is presented in the following sections of this report).

Engagement Series 2

Engagement Series 2, which will be launched in the fall of 2021, is also part of the Waste Plan's Technical Phase 2. Specific engagement objectives will be to:

- Consult with residents and stakeholders on the Waste Plan options and recommendations that will have been drafted by the technical consultant retained to assist with the plan's development; and
- Provide input on how and when those recommendations should be actioned over the course of the Waste Plan's 30-year horizon.

For this phase of engagement, residents and stakeholders will be asked to provide feedback on the different options and recommendations identified to achieve the Waste Plan's objectives. The feedback will be used to inform the draft Solid Waste Master Plan that will be drafted during the plan's Technical Phase 3.

An *As We Heard It Report* will be released to residents and stakeholders after Engagement Series 2 to inform them of the results of the engagement process.



Engagement Series 3 (2022)

Engagement Series 3 aligns with the final technical phase (Phase 3) of the Waste Plan's development, which consists of the drafting of the Solid Waste Master Plan, a short-term (5-year) implementation plan, a fully costed business case for the recommended short-term options, and a financial plan for the first 10 years of the Waste Plan's execution.

The objectives for this phase of engagement are to:

- Provide an opportunity for residents and stakeholders to review the draft Waste Plan and provide their feedback before it is presented to Council; and
- Let residents and stakeholders know what will happen next and how they can remain informed.

Various activities will be conducted to allow residents and stakeholders the opportunity to provide feedback on the draft Waste Plan. An As We Heard It Report will be released after the engagement series to inform residents and stakeholders of the results of this step in the engagement process.

2.4 Promotion

A robust communications program was developed to reach a broad range of residents and stakeholders. Communications activities include targeted online advertising, news releases, public service announcements (PSAs), media releases, social media, promotional kits for Councillors and stakeholders, features on Ottawa.ca, e-Newsletters, advertisements on City assets, and the distribution of outreach materials.



Furthermore, applying the City’s Equity and Inclusion Lens, staff have developed connections with several groups that are at risk of exclusion in order to disseminate information about engagement opportunities and encourage individuals to participate in online workshops and focus groups.

All Councillors will continue to be regularly updated by way of information and briefings throughout the course of Waste Plan development. They will also be provided with resources to include in their ward newsletters and constituent communications. City Staff will also be available to provide one-on-one meetings with Councillors to respond to their questions and obtain their input at any stage of the process.

3.0 Engagement Series 1 – Overview

3.1 Approach and Methodology for Engagement Series 1

As noted above, Engagement Series 1 was launched in the spring of 2020. Key objectives were to:

- Clearly communicate the purpose of the engagement series and provide relevant and effective educational material to enable full and meaningful participation;
- Gain input into the development of a vision, guiding principles, and goals that will provide a framework for the Waste Plan;
- Solicit ideas from residents and stakeholders to develop a long list of policy and program ideas and solutions (referred to as “options”) that could be included in the Waste Plan;



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- Get feedback from key stakeholders for an evaluation tool that will be used to assess and prioritize these options;
- Provide information to the public on what has been achieved so far and how their feedback has been incorporated into the process.

This phase of engagement also included consultations with residents and stakeholders to better understand public perception and overall satisfaction with the current state and desired future state of solid waste services in Ottawa.

Over the period of **May to August 2020**, the following activities were conducted as part of Engagement Series 1:

- May 2020: Vision workshops (4) with the Council Sponsors Group, City Champions Group, the Stakeholder Sounding Board, and key Solid Waste Services staff;
- May 2020: A guiding principles survey conducted with members of the Stakeholder Sounding Board, City Champions Group, and key Solid Waste Services staff, completed by 50 respondents;
- May-August 2020: Online forums and ideation exercises hosted on Engage Ottawa (46 participants);
- June 2020: Online dialogue sessions (4) with residents and stakeholders, attended by a total of 96 participants;
- June 2020: A City of Ottawa staff online survey completed by over 1,800 respondents;



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- June-July 2020: An online survey hosted on the City of Ottawa’s Engage Ottawa platform, completed by 762 members of the public;
- July 2020: Virtual focus groups (4) with representatives of equity-seeking groups (notably, with organizations representing older adults, youth, persons with disabilities, and immigrants);
- July 2020: Key informant interviews (3) with representatives of equity-seeking groups;
- July 2020: Dialogue sessions (3) with Solid Waste Services staff;
- July-August 2020: An internal survey completed by 10 frontline Solid Waste Services staff; and
- Ongoing meetings with Councillors.

In addition, various emails and briefs were submitted to the City of Ottawa by residents and stakeholder groups. These have been reviewed and analyzed for the purposes of this report and copies have been shared with the technical consultant retained to assist with the Waste Plan’s development.

The input received from the activities listed above allowed for the development of a draft vision, guiding principles, goals, and an evaluation tool that was subsequently presented for review and validation at the following engagement activities:

- September 2020: Vision, guiding principles, and goals workshops (3) with the Council Sponsors Group, City Champions Group, and the Stakeholder Sounding Board;



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- September 2020: Evaluation tool workshops (3) with the Council Sponsors Group, City Champions Group, and the Stakeholder Sounding Board.

More information on how resident and stakeholder input was used and validated can be found later in this report.

Promotion for Engagement Series 1

A series of marketing and promotional activities were executed between February and May 2020 to raise awareness for the Engagement Series 1 activities. Promotional efforts were designed to raise broad awareness of the opportunities to participate, as well as to establish a shared understanding of the project.

Specific communications activities included:

- Creation of a project specific Engage Ottawa micro website (www.engage.ottawa.ca/solid-waste-master-plan);
- Newsletter;
- Backgrounders and technical memos;
- Short videos explaining the importance of the Solid Waste Master Plan;
- Feature stories posted on the City's website;
- Social media posts on Facebook; Twitter; LinkedIn; Instagram;
- Infographics;
- Advertising;



- Earned media;
- News release/PSA;
- Councillor packages; and
- Web banner on ottawa.ca.

4.0 What We Heard – Engagement Series 1

The analysis below presents the high-level ideas and comments obtained from residents and stakeholders in order to provide a snapshot of what was heard. All input received from virtual workshops, dialogue sessions, focus groups, online forums, and online ideas pages is provided in the appendices to this report. All feedback received from every activity was analyzed in order to inform the development of the Waste Plan. The last section in the report describes how all the input has been used.

With regard to the analysis below, the use of the expression “most participants” represents a very strong support or an impression of near unanimity for an idea. Similarly, the term “many” indicates predominance or support by a large number of respondents, while the expression “several” indicates a frequent but not predominant theme. The expression “some” represents a notable but minority view, while “a few” represents an even smaller minority.

4.1. High-Level Overall Observations

Comments received over the course of Engagement Series 1 are summarized in this section. To provide some context, the project team received comments from over 2,800 participants over the course of Series 1, whether through surveys, online meetings, emails, and comments



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on Engage Ottawa. Breaking this down further, staff heard from over 950 residents and stakeholders and over 1,850 internal staff. Most of the comments from internal staff were directed towards waste management improvements within city facilities and operations.

The online survey conducted on Engage Ottawa solicited the greatest number of comments from the public, with 762 people participating. Statistics on the demographics of survey respondents include:

- 65% of participants live in urban wards, 27% live in suburban wards, and 8% live in rural wards.
- Almost one third of participants belong to a visible minority group and over 25% were born outside of Canada.
- Over 70% of participants have lived in Ottawa for over 10 years.
- 8% of participants are under 24 years of age, 44% are 25-44 years, 30% are 45-64, and 14% are 65 years or older, with the remainder preferring not to say.
- Over 66% of participants live in single-family homes, over 26% live in multi-residential properties, such as townhomes and apartment buildings, and almost 1% preferred not to say.
- Over 85% of participants place their waste at the curbside (or common pad) for collection with the remainder using garbage chutes, central drop-off locations (such as recycling/garbage rooms in buildings), or a combination of both.

The following is the summarized compilation of high-level comments provided over the course of Engagement Series 1, in an approximate order of frequency:



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1. Participants in the engagement activities generally wanted the City to adopt very high waste diversion rates (80% or higher) with several calling for a “zero waste” target.
2. Many participants believed that behavioral and societal change would be required to meet higher diversion rates, and that the City needed to focus on education and incentives to encourage such changes. Others called for more regulations, including making participation in diversion programs mandatory, and that existing rules needed to be better enforced, such as issuing more fines, refusing to collect non-compliant waste, etc.
3. Many comments related to the need to make it easier for people to divert their waste. Suggestions included providing more waste diversion options, making it easier to understand how to divert, and introducing single-stream recycling.
4. Several participants believed that the City’s focus needed to be on waste reduction rather than diversion, and that the City should enact bans on single-use plastics, encourage a circular economy and green procurement, and collaborate with other levels of government to adopt an Individual Producer Responsibility framework to restrict excessive packaging.
5. With respect to multi-residential buildings, several participants noted that processes needed to be in place to make it easier for residents to divert their waste, such as replacing garbage chutes with compost chutes. There were a few recommendations that the City should force building owners to construct or retrofit buildings to make it easier for occupants to divert their waste.

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6. Some participants noted that the City should focus on waste as a resource and should investigate new technologies to use waste to generate renewable energy. In this vein, there were mixed opinions about the environmental benefits of waste incineration.

An analysis is provided below for each engagement activity executed by the City as part of Engagement Series 1, in chronological order.

4.2 High-Level Observations – May 2020:**Vision Workshops for Key Stakeholder Groups**

The City's Solid Waste Service's Long-term Planning Team held four online Vision Workshops from May 4th to May 14th, 2020, with the following key stakeholder groups: The Council Sponsors Group; the City Champions Group; the Stakeholder Sounding Board; and key Solid Waste Services staff.

The objective of the vision workshops was to gain input from key stakeholders to inform the development of a vision statement for the Solid Waste Master Plan. Participants were asked to take part in two exercises in order to obtain their feedback on:

1. The current state of waste management in the city; and
2. The ideal waste management scenario in 2052.

The summary below presents a consolidation of the most frequently suggested ideas and comments from both exercises:

- Most participants expressed a desire for very high diversion rates in the future, with some suggesting the City should aim for zero waste.



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- To meet this goal, several participants suggested that the City should adopt/encourage a circular economy model. In this vein, participants believed that bans on plastics and excessive packaging would be required.
- Several participants pointed to the need for societal and behavioral changes to decrease waste, with some suggesting that regulations would be required to make participation in waste programs mandatory. Others suggested making waste diversion easier, implementing more education programs, and offering incentives to encourage behavioral change.
- A few participants noted that more focus was needed on waste reduction, and not only on waste diversion.
- A few participants believed that the City needed to achieve its solid waste goals using cost-effective solutions. Others suggested the City should look at waste as a resource and find more ways to create revenue from waste. In this respect, a few participants indicated their support for new methods to convert waste to renewable energy, such as waste-to-energy or renewable natural gas technologies.

Detailed minutes of the workshops are provided at Appendix 2.

4.3 High-Level Observations – May 2020:

Survey with Key Stakeholder Groups

Following the vision workshops, a survey was sent to the City Champions Group, Stakeholder Sounding Board, and key Solid Waste Services staff in order to obtain their input on a list of potential guiding principles for the Waste Plan. The guiding principles were drafted by staff



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following Councillor engagement and a municipal scan of waste plans in other jurisdictions, including internationally. 50 people participated in this survey.

When presented with this list of potential guiding principles, respondents indicated their preference in the following order:

Table 1: Key Stakeholder Groups Survey - Guiding Principles Results

The list below contains ideas for guiding principles for the Waste Plan. How important are these guiding principles to you?	Response Rates (“Very important” and “Important” combined)
Encourage behaviour change (so that current and new programs and services are used to their full benefit)	85%
Consider impacts on public health (cleaner air, less litter)	82%
Shift to a circular economy (an economy that aims to minimize the use of raw materials, extract the most value possible from resources and keep products in use wherever possible)	80%
Be customer focused (make the system user friendly and ensure focus on resident and stakeholder satisfaction)	79%
Lead by example (find opportunities to reduce and more sustainably manage the waste the City generates as an organization)	79%



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Align with other City programs, policies and plans (such as the new Official Plan and Climate Change Master Plan) to ensure consistency and consideration of goals and objectives in other departments	78%
Preserve landfill space (so that the Trail Road landfill does not fill up fast)	78%
Incorporate environmental stewardship (including clean growth, consideration of ecosystems, building safe, secure and sustainable communities and consideration of climate change impacts)	77%
Manage waste locally (to reduce the environmental impact of transporting materials)	76%
Consider local economic growth (consideration of options that will create local jobs and encourage investment in the community)	76%
Foster partnerships (collaborate with external stakeholders, including other levels of government and large and small organizations, to advance waste management practices and services provided to the community)	75%
Use innovative and emerging technology to improve operations (such as Waste-to-Energy and chemical processing)	75%
Demonstrate leadership (become a leader in the waste management industry)	73%
Aim for zero waste (where next to no waste is sent to landfill or incineration)	72%



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Ensure the system is affordable (consider potential increase in costs for households or businesses)	72%
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Respondents were also asked in two open-ended questions whether there were any other guiding principles that should be added to the list, and whether they had any other comments they wanted to submit with respect to the Waste Plan.

The following is a summary of the top line comments provided:

- Some respondents stated that education should be a top priority.
- Some also indicated that efforts should be taken to make diversion easier for residents. Ideas included incentivizing residents to divert their waste and adopting a single-stream collection service with a sorting solution.
- A few believed it was important for the City to aim for zero waste and to encourage a circular economy. In contrast, one respondent indicated that the most likely future scenario was that the City would require a new landfill.
- A few commented that the City should only consider proven technologies rather than emerging technologies that might result in greater risk. In this respect, a few respondents indicated their opposition to incineration, while one respondent indicated that new technological advancements meant it was an idea worth investigating.

Responses to this survey are provided at Appendix 3.



4.4 High-Level Observations – May to August 2020:

Engage Ottawa Online Forums and Ideation Exercises

A number of engagement activities were hosted on Engage Ottawa, the City's online engagement platform (www.engage.ottawa.ca/solid-waste-master-plan). From May to August 2020, Ottawa residents could review materials and reports on the Waste Plan and share their ideas and comments via an ideation exercise and an online discussion forum.

The following is a consolidation of the top line comments from both exercises:

- Many participants in the online exercises believed it was important for the City to encourage behavioral changes in Ottawa residents, notably in their consumer habits. In this respect, a few participants suggested that the City needed to make it easier for residents to divert their waste (e.g., single-stream recycling; mechanical-biological treatment facility).
- Several participants also suggested a stricter enforcement of the rules and the implementation of bag limits and a user-pay system (e.g., bag tags or adjustments to a resident's tax bill). Others believed that more incentives and educational/engagement programs were required.
- On the topic of zero waste, several participants indicated that the City should adopt zero waste as an aspirational target. In order to achieve the highest diversion rate possible, one participant suggested the City hold contests and give out prizes and other incentives to encourage participation in waste programs.



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- Several participants commented that they wanted the City to encourage a circular economy, facilitate the repair and re-use of items, and implement a ban on single-use plastics.
- Several participants commented that reducing packaging was essential to reducing waste and that Independent Producer Responsibility regulations would be required to do this.
- Some participants believed that the City needed to do more to ensure that residents in multi-residential buildings participated more in diversion programs, either by forcing building owners to provide the infrastructure, space, and programs (e.g., as part of the building code or the permitting process) or by educating residents on how to divert more.
- A few participants suggested the City leverage waste-to-energy technologies, such as incinerators and pyrolysis facilities.
- A few noted that the City should have more “special events” programs (e.g., for hazardous household waste) and permanent recycling depots in various locations. A few others suggested the City partner with manufacturers and organizations like Terracycle to create new markets for plastics that could then be purchased back by the City, such as park benches and playground structures.
- A few participants noted that the City should look to local technology companies for new and emerging solutions to waste management.

The detailed input provided by participants in these exercises is provided in Appendix 4.



4.5 High-Level Observations – June 2020:

Online Dialogue Sessions (4) With Residents and Stakeholders

The City hosted in June 2020 four online dialogue sessions with a broad base of stakeholders from the community, business, institutional, and environmental sectors. In total, 96 participants attended the sessions, which were structured as virtual workshops. Participants were organized into small groups and asked to discuss the following four question topics:

1. What are the strengths of the current waste system in Ottawa?
2. Where do we need to improve?
3. Imagine it's 2052 and we've just completed our 30-year solid waste strategy. What does success look like to you?
4. What are the key considerations for this success?

One of the sessions focused on multi-residential buildings. Participants at that session were asked to consider the following additional questions:

5. What are the strengths we can build on in terms of waste management in multi-residential buildings?
6. What challenges do residents in multi-residential buildings face?

The following is a consolidation of the top line responses to the first four questions:



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- Participants were generally of the opinion that the City provided a good service, particularly for curbside collection. They indicated that the separated collection streams work well.
- Many participants stated that behavioral change was essential, and that Ottawans needed to take more responsibility when it came to waste – in reducing the amount they generated and in diverting more. This was often raised in the context of needing more education and incentives to encourage better participation in waste programs. Others believed that the City needed to make it easier and more convenient to participate in waste programs.
- Several participants suggested the City should take steps to encourage a circular economy and ban single-use plastics. Some also suggested there should be more programs to encourage the re-use and repair of products to avoid them ending up in the landfill. This could be done through “right to repair” legislation and skills-building programs such as “repair cafés.”
- Some mentioned that they would like the City to be a leader in waste management, by adopting very high diversion rates (some suggested above 80% while others wanted a “zero waste” target).
- Some participants stated the City should do more to enforce the rules, while others believed the City needed to adopt disincentives such as “user-pay” policies (e.g., bag limits and bag tags).
- A few participants wanted the City to focus more on waste as a resource, for example with waste-to-energy technology (but not incineration).



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- A few participants noted that the City should provide more specialty programs to reduce the amount of waste going to the landfill. A cloth diaper program was cited as an example.

Next are the top line responses to the two questions pertaining to multi-residential buildings:

- Many participants indicated that the City needed to do more to make it easier for tenants of multi-residential buildings to divert their waste, through composting in particular.
- While some of the comments related to the need to educate tenants, many participants believed the City needed to force building owners to put in place the infrastructure and programs needed to allow tenants to participate more in waste diversion. It was felt that many tenants have the desire to do more to divert their waste but that there are too many barriers in place.
- Suggestions on how building owners could make it easier for tenants included converting garbage chutes into compost chutes and the City offering incentives to have green bin facilities on every floor.

Detailed minutes of these dialogue sessions are provided at Appendix 5.

4.6. High Level Observations – June 2020:

Internal Staff Survey (Waste Management in the Workplace)

In June 2020, a City of Ottawa staff survey was completed by over 1,800 respondents. The purpose of the survey was to obtain input from staff on waste management practices in the workplace, including waste generated by staff as part of their jobs, the personal waste they



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created at work, and waste collection in areas of public access within City buildings and facilities.

The following is a consolidation of the top line responses provided by respondents:

- There is a clear desire by staff to have more ability to divert waste at City facilities. Overall, the focus of the responses was on ways to make it easier to divert waste and harder to throw garbage out. Tied to this was the broader sentiment that the City should be leading by example. The notion of “zero waste” or very high diversion rates (90% and upwards) was expressed by many respondents.
- Participants in the survey stated that more and better bins were required at City facilities to make it easier to compost and recycle. A few respondents also suggested that there should be fewer garbage bins or that these should be removed entirely from City facilities.
- Respondents clearly wanted more options to help them divert their waste at City facilities. For example, several suggested it should be easier to dispose of e-waste, hazardous waste, needles, scrap metal, office furniture, etc. Some suggested this could be done by adding drop-off depots at all City facilities and encouraging the re-use of products to avoid them ending up in the landfill.
- Many suggestions were made about the need to better educate City staff, contractors, and visitors at City facilities on how to divert waste and encourage behavioral change. This included suggestions for providing more information on the Intranet, clearer signage and posters at waste bins, appointing “waste ambassadors” at each City facility that could help educate staff on diversion practices, and more frequent staff training sessions.



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- Several respondents indicated that single-use items and plastics should be banned. In this vein, it was often suggested that the City impose green practices by contractors and suppliers through its procurement processes. For example, the restaurants and cafés on City grounds should be forced to use compostable products rather than single-use plastics. Suppliers of office products and electronics should also be mandated to use less or more responsible packaging. The notion of Individual Producer Responsibility (IPR) was often raised in this context, as was the notion that City staff needed to take their own actions to reduce waste, such as bringing reusable food and beverage containers to work.
- A few participants commented that waste diversion at City facilities should be mandatory, with some suggesting the need for enforcement through audits, fines, incentives, and rewards, etc.
- A few also felt it was important for people to know how the various waste streams were processed and why there is a need to reduce residual waste in the landfill. It was further suggested that the City should introduce onsite composting programs, and that these could serve as educational tools to showcase the importance and value of waste diversion. Others suggested that cleaning staff needed to better understand how to divert the waste they collected and that they should be provided with the right tools to do so, such as having recycling compartments built-in to the cleaning carts.
- There was strong support for the adoption of new waste management technologies, ranging from waste-to-energy, automatic sorting, and having sensors installed at waste bins that direct people on how to dispose of their waste properly.

A more detailed reporting of this survey can be found at Appendix 6.



4.7 High-Level Observations – June to July 2020:

Public Survey on Engage Ottawa

An online survey was hosted on the City of Ottawa’s Engage Ottawa platform from June 1 to July 23, 2020. The questionnaire was completed by 762 respondents. The purpose of the survey was to gather feedback on the current waste management system and how participants would like to see waste managed in the future, specifically looking 30 years ahead. Questions were asked such as:

- How can we make it easier for people to recycle and compost in public spaces or parks?
- What are some of the most common items you throw in the garbage that you wish could be recycled?
- What does the ideal waste management system in Ottawa look like? Please provide up to 4 brief statements.

The purpose of these questions was to obtain input to help inform the vision, guiding principles, goals, and policy and program options for the Waste Plan.

General Findings

Responses to the survey were summarized by Hill+Knowlton Strategies. The following is an excerpt from their report, which provides top line findings from the questionnaire:

Current situation



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Overall, Ottawans are very satisfied with the level of waste services available in Ottawa. However, there are still barriers that people face to increased use of Ottawa’s recycling or green bin programs, including uncertainty around the criteria for each bin type, skepticism around the true destination of the waste, lack of convenience and bin design. For people who live in multi-residential buildings, these issues are often compounded by a lack of availability or the inconvenience associated with having to access communal bins in the basement or garage. Among the other types of waste programs offered by the City, such as the hazardous waste drop off events, there is a discernable lack of communication about the dates and times of these events.

The future of waste management in Ottawa

Ottawans were asked to think big about the future of waste management. In terms of convenience, engagement participants outlined several potential improvements, including: increased frequency, larger format bins, and accessibility considerations such as the use of braille labelling or a standardized approach to bin labelling. Successful models of recycling and green bin programs already in place across Ottawa were noted, including at Carleton University, the University of Ottawa and new LRT stations. Education and behavioural change are essential elements to improving waste diversion rates and overall environmental stewardship across Ottawa. Engagement participants suggested ideas that varied, from school-based curriculum to public awareness campaigns on social media. Several other suggestions for improving Ottawa’s waste diversion rate included legislative or program changes such as mandatory programs for multi-residential buildings or tax incentives to encourage recycling.

Vision and guiding principles



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Participants outlined a number of key guiding principles for a new SWMP. The most cited include striving for a zero-waste future, adopting innovative and emerging technology, eliciting behavioural change and providing an affordable system for all.

Guiding Principles

Similar to the question in the online stakeholder survey of May 2020, respondents in the general public questionnaire were presented with a long list of potential guiding principles that could be adopted in the City of Ottawa’s Solid Waste Master Plan and asked to indicate their preferred principles. The following table indicates the preferred principles selected by respondents (there were 743 responses to this question):

Table 2: Engage Ottawa Survey - Guiding Principles Results

The list below contains ideas for guiding principles for the Waste Plan. How important are these guiding principles to you?	Response Rates ("Very important" and "Important" combined for 743 responses)
Encourage behavioural change (so that current and new programs and services are used to their full benefit)	92%
Consider impacts on public health (cleaner air, less litter)	91.5%
Aim for zero waste (next to no waste sent to the landfill or incinerator)	87%



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Manage waste locally (to reduce environmental impact of transporting materials)	87%
Be customer focused (make the system user friendly and ensure focus on resident and stakeholder satisfaction)	85%
Lead by example (find opportunities to reduce and more sustainably manage the waste the City generates as an organization)	81%
Preserve landfill space (so we don't fill the Trail Road landfill as fast)	80%
Use innovative and emerging technology to improve operations (such as Waste-to-Energy and chemical processing)	79%
Consider local economic growth (consideration of options that will create local jobs and encourage investment in the community)	76%
Align with other City programs, policies and plans (such as the new Official Plan and Climate Change Master Plan, to ensure consistency and consideration of goals and objectives in other plans)	75%
Foster partnerships (collaborate with external stakeholders, including other levels of government and large and small	72%



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organizations, to advance waste management practices and services provided to the community)	
Ensure the system is affordable (consider potential increase in costs for households or businesses)	68%
Demonstrate leadership (become a leader in the waste management industry)	68%

Specific Findings

The following excerpts from the Hill+Knowlton report highlight the findings from select questions on various waste-related topics:

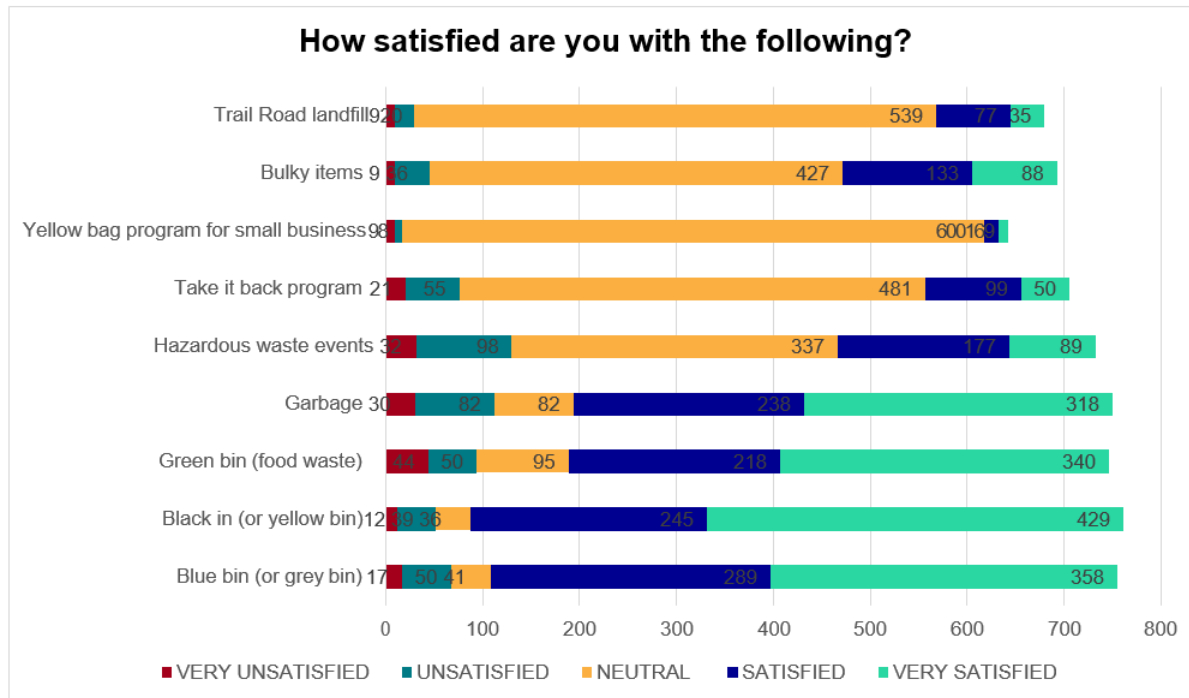
Waste Programs

- *Among survey respondents, levels of satisfaction ranged between 74% for garbage collection and 90% for the black (or yellow) bin service. Survey results reveal that lower rates of satisfaction are present for some of the other solid waste services offered by the City of Ottawa, including the Take It Back program, the yellow bag program for small businesses, bulky items, and the Trail Road landfill site.*
- *Barriers mentioned by survey respondents include the need to wash recyclables, as well as the frequency with which their blue or black bins are collected.*
- *Several survey respondents mentioned instances where materials from blue or black bins are left strewn on their roads or across their neighbourhoods.*



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Green Bin Program

- *Results from the survey suggest that, while a majority of Ottawans who avail of the green bin program are highly positive about the program, there are several barriers that prevent people from using it even more, including:*
 - *Many engagement participants noted the smell and bugs or vermin that are attracted to their green bins, particularly during the summer months.*
 - *The design of the green bin was another barrier cited by several participants. Often, the bins can become heavy or difficult to navigate in the winter.*



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- *Many engagement participants who reside in multi-residential buildings do not have the ability to access the green bin program.*

Other Solid Waste Programs

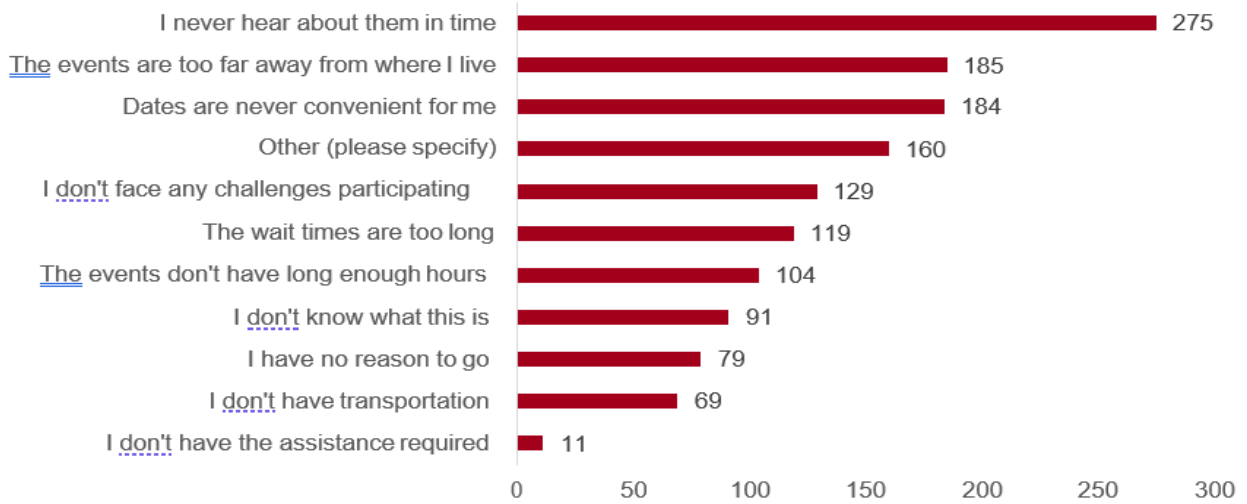
- *Survey respondents were asked to consider their biggest challenges to using the hazardous waste events offered by the City. The most cited reasons include:*
 - *Respondents never hearing about them in time*
 - *Dates are never convenient for respondents*
 - *The events are too far away from where respondents live*
- *Survey respondents were also asked about their biggest challenges to using the Trail Road landfill site. Almost half of respondents indicated they do not use the site more often because they have no reason to go, while almost a quarter of respondents were unsure of what the site even is. Other respondents pointed to challenges including the site being too distant from where they live, and lack of transportation.*



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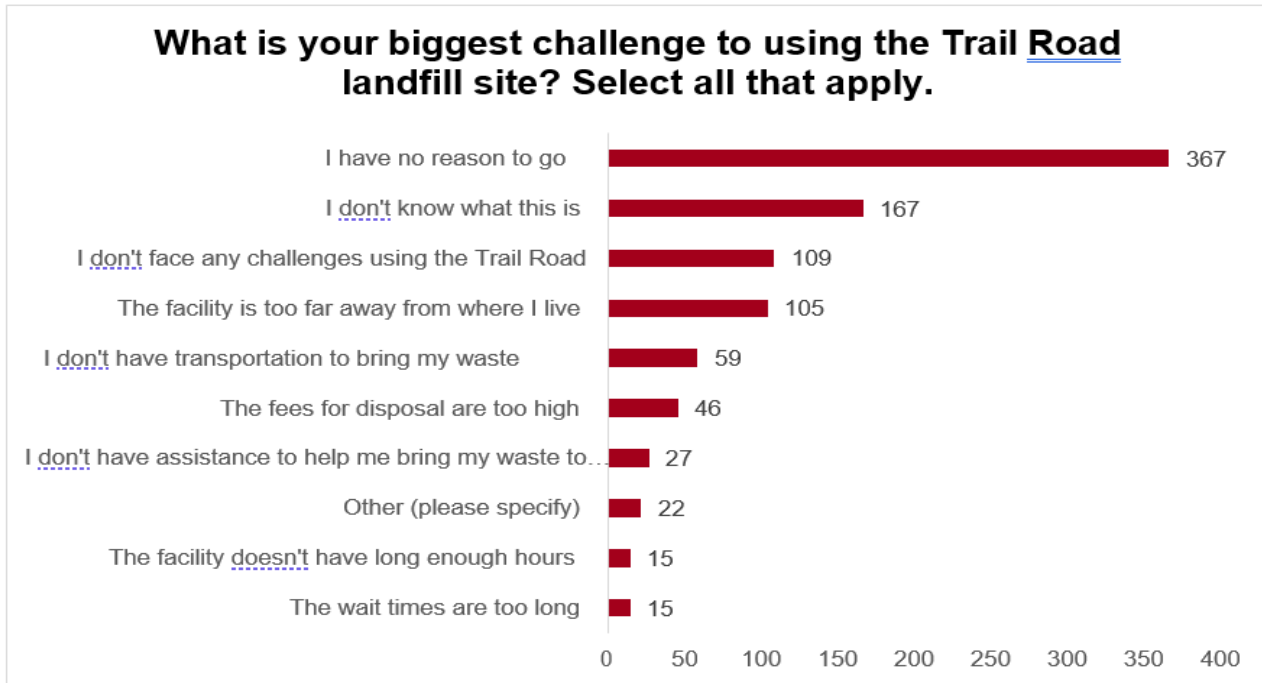
What is your biggest challenge to participating in hazardous waste events offered by the City? Select all that apply.





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Recycling and Composting in Public Areas

- *It was noted by several survey respondents that, while garbage bins may be available in public spaces and parks, there is a lack of recycling and compost bins. As a result, many garbage bins can become overflowing with waste.*

The Future of Waste Management in Ottawa

- *To help facilitate the increased use of the recycling programs offered by the City, several participants suggested increasing the frequency of bin collection.*



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- *Another frequent suggestion from respondents centered on the creation of one central bin for all recyclable material to avoid cross contamination.*
- *Another common point raised by many survey respondents was the limited scope of what could be included in the blue or black bin programs. Many comments centered on the desire to see other common items included in the City’s recycling program.*
- *Similar to the recycling programs offered by the City, increasing the frequency of green bin collection could help to alleviate concerns that many people have about pests and vermin, especially in the summer months.*
- *Across City facilities, public spaces and parks, there was a sentiment among engagement participants that there are not enough opportunities to recycle or compost.*

Education and Behavioural Change

- *For many survey respondents [...], education is the key to effecting change and improving Ottawa’s waste diversion rate.*
- *Encouraging behavioural change (so that current and new programs and services are used to their full benefit) was the most important guiding principle, according to survey respondents.*
- *Several respondents [...] noted that a more cost-effective approach to waste management is to reduce the amount of waste produced in the first place. To that end, charging residents per bag of garbage or “garbage policing” to ensure residents are not throwing away recyclable items [...] was brought up by several respondents.*

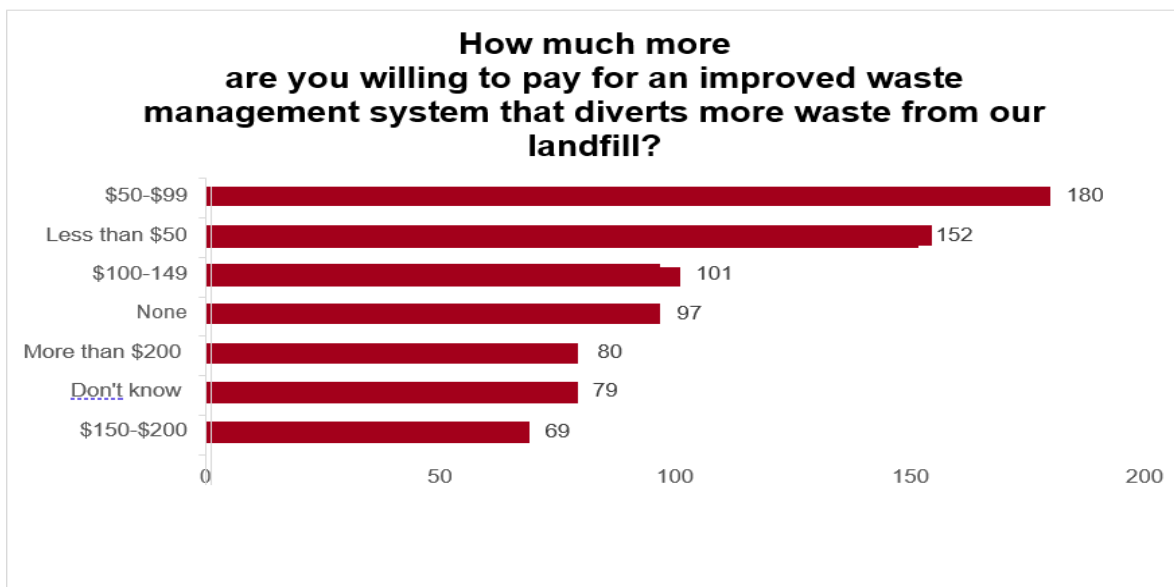
Improved Diversion



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- Overall, consultation participants [...] hoped to see an improved diversion rate in Ottawa. Many indicated that this needs to be accomplished through extensive civic engagement and education, particularly among younger populations, to create a sense of urgency.
- When asked about how much more they would be willing pay for an improved waste management system that diverts more waste from the landfill, almost 40% of respondents indicated they would be willing to pay between \$50 and \$150.



Use of Innovative and Emerging Technology

- The concepts of incineration and waste-to-energy elicited diverging perspectives from survey respondents. Some view incineration of waste as a means of producing power



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and others say that they want to see a waste system without waste-to-energy incineration due to environmental impacts.

- *Despite its potential cost, a previous proposal for an incinerator was cited by several survey respondents as a sign that it could work in Ottawa.*

A larger excerpt of the Hill+Knowlton report can be found at Appendix 7 and a full copy of the report is available upon request.

4.8 High-Level Observations – July 2020:

Equity and Inclusion Groups

The City of Ottawa uses an Equity and Inclusion Lens to ensure that it is consistent and coherent in its efforts to move equity and inclusion forward in its services. Engagement on the Waste Plan with equity and inclusion groups took place in July 2020 and included virtual focus groups with organizations representing older adults, youth, persons with disabilities, and immigrants. In addition, key informant interviews were held in July with two individuals representing mobility justice issues and affordable housing.

In total, 16 individuals representing the following equity seeking organizations took part in these activities:

- Canadian National Institute for the Blind (CNIB);
- Junior Achievement (JA) Ottawa;
- Canadian Association of Retired Persons (CARP);
- Multifaith Housing Initiative of Ottawa (MHI); and



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- Ottawa Disability Coalition (ODC).

Participants in these activities were asked to consider three main topics:

1. Current challenges with waste management in Ottawa;
2. Possible solutions to those challenges; and
3. What waste management in Ottawa might look like in 30 years.

The following is a consolidation of the discussion points that were most often raised during all discussions with equity-seeking groups, grouped according to the three main topic questions:

Question 1 - Current Challenges: What is your experience with waste management in Ottawa? What services do you use (black bin, blue bin, green bin, Household Hazardous Waste, Take it Back! Yellow bag)? What challenges do you face? What could we do better?

- Many participants commented that the curbside pick-up worked well. Those individuals that represent persons with mobility challenges indicated that they sometimes needed assistance, for example, in returning bins to their households.
- A reoccurring comment was that the City needed to make it easier for residents to divert their waste. Participants found the recycling rules to be confusing, or they faced too many hurdles to properly dispose of their waste. This was a prime issue for equity-seeking populations, as many reside in multi-residential buildings.
- The issue of producer responsibility came up frequently.



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- An issue that was raised by a few organizations was that it was difficult to participate in special waste programs, such as the Household Hazardous Waste events, because of challenges in traveling to specific locations in the city.
- Several commented that the information posted by the City on the Internet and the mobile waste app was very helpful.
- There was a desire expressed by several participants for more opportunities to re-use. One participant suggested that more could be done to kill bed bugs, which would encourage more re-use, particularly in multi-residential buildings.
- A few noted that waste collection staff needed to take greater care when disposing empty bins, as quite often the bins were strewn about, creating obstacles on sidewalks for persons with mobility challenges, seniors, and families with strollers.

Question 2 - Solutions: How can we make it easier for people to recycle and compost? Why do you think people don't compost or recycle more? Are those reasons different when you're in a public space, like a park or city facility? Why? How can we encourage people to reduce, reuse, or refuse more?

- Some suggested that participation in diversion programs needed to be mandatory. Others suggested that regulation was required to force building owners to make it easier for residents to divert their waste. A few participants suggested that regulations were needed to ban single-use items such as packaging and plastics.
- One suggestion was made that the City could provide incentives or funding to building owners to encourage them to build the infrastructure required for waste diversion (e.g., chutes for compost, dedicated space for recycling, etc.). Another suggestion was made



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that the City could incentivize residents by reducing the tax bill of homeowners that participated in waste diversion programs.

- A frequent comment was that there needed to be more education on how to divert waste and the negative impacts of waste going to the landfill (“why we need to act”). This was often raised in the context of new Canadians, youth, and out-of-town students that might not know the specific rules for Ottawa. In keeping with this, some participants suggested that the City organize “green ambassadors” that would make presentations on how to divert waste. A participant commented that educational materials needed to be produced in multiple languages in order to be effective.
- A few suggestions were made that the City should run programs to educate people on how to re-use or fix items to avoid these going to the landfill. There was also interest in programs to support community and individual composting.
- It was suggested that waste bins should have clearer labelling or braille (located in a hygienic place) to help the visually impaired identify which bins to use in public settings, and also to identify their own bins after collection crews had completed their runs.
- The notion of City partnerships was raised, for example to showcase businesses that took extra steps to encourage waste diversion.
- There was general interest in new waste technologies such as waste-to-energy.
- One individual suggested the City mandate the use of clear plastic bags to encourage diversion.

Question 3 - The Future: There are lots of ways we could improve waste services in Ottawa. This could include reducing our packaging or recycling more, encouraging



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people to reduce or refuse products that are single use, making it easier for people to recycle and compost in parks or public areas, focusing on customer service, trying to make the system affordable for households, or using new technologies like waste to energy or chemical processing. Are we missing anything important that we should be considering? What is most important to you about the future of waste management in Ottawa? Thinking ahead 30 years, what does waste management look like?

- When considering the future of waste management, many participants believe that legislation would be in place to force manufacturers to lessen the amount of packaging they use (i.e., Independent Producer Responsibility).
- Several also believe that people will be more environmentally conscious and will re-use items instead of dispose of them. As well, some suggested that there would be bans on single-use items such as plastics.
- A few mentioned that they believe waste-to-energy technologies will be a solution in Ottawa's future.

The minutes of the meetings and interviews with representatives of equity and inclusion groups can be found at Appendix 8.

4.9 High-Level Observations – July 2020:

Dialogue Sessions with Solid Waste Services Operational Staff

Four dialogue sessions were held for members of the Solid Waste Services operations staff in July of 2020. The purpose of these sessions was to gain the perspectives of operational staff working in waste collection and processing, and landfill operations and management.



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Participants at the dialogue sessions were asked to consider four main topics:

1. Current challenges with waste management in Ottawa;
2. Possible solutions to those challenges;
3. What waste management in Ottawa might look like in 30 years; and
4. The success factors needed to achieve their desired future.

The following are the top line responses for each of the four question topics:

Question 1: What do you think works well with the current system? What strengths can we build on?

- Many participants noted that overall, the City's waste service programs worked very well and performed better than many other municipalities. Others commented that the City executed its functions in an affordable (lean) and efficient fashion.
- Some staff members also noted that Ottawa's market for recycled materials was very good, in part because of the dual-stream collection process.
- A few noted that the City's specialty programs, such as the household hazardous waste program, worked well.

Question 2: Bearing in mind the points in the presentation on the purpose of a Waste Plan and why it is needed in Ottawa: Where do we need to improve? What doesn't work so well?



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- Many participants indicated that the main area that needed improving was increasing diversion rates.
- In this respect, a number of participants suggested that diverting waste should be easier and that more educational programs were required to better inform residents on how to divert their waste. Suggestions included smart phone apps, clearer instructions on what can be recycled, and educational tours of the City's waste facilities/infrastructure.
- Many participants also pointed to the need to have better enforcement of the City's rules to ensure higher diversion rates. Some suggested the City introduce incentives, and bag tags and bag limits, while others believed the rules already in place needed to be properly enforced (notices followed by fines). Others suggested that participation in diversion programs needed to be mandatory.
- A few suggested that waste infrastructure should be decentralized, with waste facilities such as compost stations located in various parts of the city.

Question 3: Imagine it's 2052 and we've just completed our 30-year solid waste strategy... What does a successful strategy look like to you? So, given the goal of the Waste Plan is to ensure a municipality's waste is managed in the most sustainable manner possible over the long term, what does the ideal waste management system look like in Ottawa in 30 years' time?

- Many participants believed that in the future, new technologies would exist to facilitate waste disposal and diversion. In this respect, many thought that there would be more opportunity to use waste as a resource, such as waste-to-energy technologies.



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- Several participants felt that there would be increased diversion rates through better enforcement, bag limits, education, increased number of streams, and better/easier diversion processes.
- A few mentioned that there would be less packaging and a ban on single-use plastics, while others thought there would be more opportunities to re-use items.
- It was felt that the lifespan of Trail Road would be expanded, with a few participants indicating there would be no need for landfills (zero waste).
- A few mentioned that consumers would be more environmentally conscious and that producers would be made to be more responsible for their packaging (IPR).

Question 4: What are the key considerations for this success? What do we need to consider to help ensure our ideal scenario is achieved?

- The introduction of the triple bottom line approach was seen as an important success factor.
- A few participants indicated that a simpler waste system would help increase diversion rates and keep costs low. Incentives were also suggested by a few participants as a means to increase diversion.
- The need to better enforce the rules was once again raised as important, as was the need to educate residents. A few participants also mentioned that it would be important to make it mandatory to participate in diversion programs.
- Some participants suggested that a focus on waste as a resource was important.



Detailed minutes of these dialogue sessions are provided at Appendix 9.

4.10 High-Level Observations – July to August 2020:

Survey Completed by Frontline Operations Staff

This survey was intended for frontline operations staff and was completed by seven waste collection operators.

The survey consisted of the following three open-ended questions:

1. What do you think works well with the current system? What strengths can we build on?
2. Where do we need to improve? What doesn't work well?
3. Imagine it's 2052 and we've just completed our 30-year solid waste strategy. What does the ideal waste management scenario look like in Ottawa?

The following is a consolidation of the top line responses to the questions above:

- Some of the respondents indicated that the green-bin and bi-weekly pickup service worked well.
- The majority of comments pointed to the need for the City to better enforce the waste bylaws and rules, particularly with respect to bag limits.
- Many respondents also raised the need to educate and inform residents on how to better reduce and divert waste.
- Yard waste was a prominent concern, and a few respondents suggested the City limit collection to certain periods during the year, such as in the spring and fall only.



- A few recommended the City look to other municipalities for best practices to adopt.

Responses to the survey are provided at Appendix 10.

4.11 High-Level Observations – May to August 2020:

Individual Submissions From Residents and Stakeholders

Throughout the course of Engagement Series 1 staff received individual submissions, mainly via email, from residents and stakeholders for consideration. These comments are provided in Appendix 11.

5.0 How Input From Engagement Series 1 is Being Used

Throughout the process of the Waste Plan development, engagement results will be used to inform the development of technical deliverables for the plan. Feedback received from activities conducted during Engagement Series 1 was used to develop:

1. Draft vision, guiding principles, and goals;
2. The long list of policy and program options;
3. The evaluation tool that will be used to assess those options.

The following sections describe how resident and stakeholder input was used to inform the development of these three components of the Waste Plan.



5.1 Draft Vision, Guiding Principles, and Goals Development

One of the prime objectives of Engagement Series 1 was to obtain feedback from residents and stakeholders to contribute to the development of the Waste Plan’s vision, guiding principles, and goals.

Process

As the diagram below indicates, there were several steps and input points that led to the development of these draft statements:

Figure 2: Steps taken to develop vision, guiding principles and goals





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Feedback obtained from the facilitated vision workshops and guiding principles survey with key stakeholder groups (number 1 in the diagram) and all input obtained from residents and stakeholders throughout Engagement Series 1 (number 2 in the diagram) was used to inform the development of these statements. The table below shows the high level, commonly mentioned key considerations stakeholders said need to be contemplated when planning for the future of waste management in the city. These comments are categorized depending on whether they were primarily or largely environmental, social, or financial considerations; ideas related to the waste hierarchy, customer service, role of the City, or innovation and efficiency; and whether the ideas were more inspirational in nature.

Table 3: Commonly Mentioned Considerations for Waste Management Planning

Pragmatic versus inspirational	Waste hierarchy considerations	Environmental considerations	Social considerations
No / small landfill	Products more recyclable	Residents take ownership of waste	Full participation
Cleanest City	Higher diversion rate	Waste considered a renewable energy	Behaviour change / culture shift
Zero Waste	Reduce and re-use a priority	Clean environment	Public health
No single-use plastics	Less waste generation	Reduce Greenhouse Gas emissions / lessen	Recognition of value of waste



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		impact on climate change	
Plastic-free world	Take hierarchy into account always	Individual Extended Producer Responsibility achieved	Health and safety of workers
Zero emissions	Reduce garbage at curbside	Waste prevention embedded at retail level	Community pride
100% participation	Reduced food waste	Landfill bans	Neighbourhood design for waste management
Elimination of waste		Reduced plastic	Neighbourhood / more local solutions
Model circular City		Biodiversity protected	Encourage conscientious purchasing
World leader		Low single-use plastic usage	Get youth involved



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Decarbonized society		Create environmental legacy	Understand and address the barriers
Not a throw-away society		Long-term environmental sustainability	Encourage resident status for 'doing the right thing'
Non-recyclable containers are illegal		Landfills last resort	
Role of City and degree of leadership	Innovation and efficiency	Customer service/focus	Financial considerations
Industry leader	Leverage all <i>proven</i> innovative technologies / roadmap for testing	Consistent programs and bins, including consistency across borders	Revenue from waste
Considers plans, such as Climate Change Plan	Alternative technologies used	Easy and convenient, user-friendly	Circular economy



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Coordination with other levels of government	Ottawa a leader in waste management technology	Extensive education	Measurable impacts
Advocate for other levels of government to do more	Avoid waste to energy	Landfill still open/new landfill	Cost effective
Industrial, Commercial and Institutional (IC&I) sector collaboration	Energy recovery	Waste Plan should be flexible	Financially sustainable
City pushing IC&I to do more	All organics converted to RNG	Public engagement should be ongoing	Pay per use
Walk the talk / lead by example	Innovation for multi-residential sector	Collect less at the curb	Cradle to grave strategy
Build other partnerships	Operational efficiency		Put a value on products, e.g., take back programs
Compliance by enforcement	Biodegradation		
Compliance is incentivized	Decentralization of collection (spaced out		



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	drop off areas/transfer stations)		
Ottawa uses its influence to use a systems approach	Automated collection		
City's Economic Dept fosters a circular economy	Innovative reuse/reduce programs, such as repair cafes		
Private and public work together	Technology should be Ottawa-specific		
Need political will and change management	Garbage limits and clear bags		
Be ambitious, bold, inspirational. Don't just focus on risk	Upcycling		
National standards and economies of scale	Food recovery/ improved composting technology		
Be transparent			



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These ideas and considerations were used to help develop the first draft of the vision, guiding principles, and goals. This first draft included four potential vision statements and a long list of guiding principles and goals. The initial statements were as follows:

Vision Statements

- Collectively, we will reduce the amount of waste we generate, reuse what we can, and recycle and recover the remaining resources. The City's waste management system and services will balance the needs of the community and the environment in a way that makes Ottawa a beautiful, healthy and vibrant city.
- Waste will be recognized as a resource, communities and residents will have taken ownership of their waste and responsibility for waste management will be shared. The City is managing waste in a way that sustains economic and population growth, in a socially acceptable manner with minimal environmental impact.
- Waste is a thing of the past. Our need for new materials has been dramatically reduced because whatever we grow, mine, build, make and buy is being used, reused, repaired, recycled or recovered. The successful shift in aspiring to be a zero waste society benefits both the well-being of residents and our environment.
- The City's waste management system is accessible, easy to use and supports innovation and local economic development. We have minimized our environmental footprint, reduced GHG emissions, generated renewable energy, and preserved our land, water and air quality.



Guiding Principles

- *Honour the 5Rs waste management hierarchy* – choose options that support waste reduction, reuse, recycling and recovery ahead of disposal.
- *Support community needs* – ensure the system is user-friendly, accessible and affordable, and prioritises the customer experience and public health.
- *Foster behavioural change* – strive to shift the community culture, whereby all residents and stakeholders share the responsibility of waste management and play a role in obtaining the goals of the Solid Waste Master Plan.
- *Demonstrate leadership* – the City as an organization leads by example by demonstrating a commitment to the waste management hierarchy across the corporation.
- *Use collaborative approaches* – foster partnerships with residents and stakeholders, including industry and all levels of government, to seek opportunities, work towards solutions and encourage engagement.
- *Promote environmental health and sustainability* – mitigate environmental impacts of waste on the air, land and water.
- *Align with other City plans* - ensure a strategic and harmonized approach with all other City long-term plans.
- *Incorporate circular economy principles* – incorporate principles that aim to minimise the use of raw materials, maximise the value of waste and keep products and materials in use and support the transition to individual producer responsibility
- *Support innovation and incorporate flexibility* – embrace innovation and flexibility to adapt to emerging technologies, policies and growth.
- *Aspire towards a Zero waste future* – focus on waste prevention and developing a community in which little or no material is sent for disposal.



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Goals

- The life of the Trail Road Landfill is extended beyond its existing anticipated end of life.
- The total amount of waste generated by residents and the City as a corporation is reduced.
- The reuse of waste generated by residents and the City as a corporation is maximized.
- The diversion of waste generated by residents and the City as an institution is maximized.
- Maximize energy recovery and material recovery from the final waste stream.
- Residual waste that cannot be reduced, reused or diverted from landfill is managed appropriately to mitigate negative environmental, social and financial impacts.
- Greenhouse Gas emissions produced by our integrated waste management system are reduced through implementation of solutions that support the City's Climate Change reduction and renewable energy generation goals.
- The City actively supports, influences through its regulatory tools, and partners with the Industrial, Commercial and Institutional sector, including the multi-residential sector, small businesses, and the agricultural sector, and the Construction & Demolition sector, to reduce, reuse and divert waste in the broader community.
- Waste generated within the city is treated inside the city's boundaries, wherever operationally and economically feasible.
- Curbside, multi-residential and public spaces waste management programs and services are accessible, convenient and consistent to ensure maximum participation.
- Innovation and flexibility are embraced in order to support the growth and diversification of the local economy and to respond to waste management opportunities and challenges.
- Cost containment, revenue generation and the efficient use of waste management resources are maximized to help minimize costs to taxpayers.



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The above draft vision, guiding principles and goals were presented to the Council Sponsors Group on September 28th, 2020 for input and refinement. Staff used this input obtained from the Council Sponsors Group workshop to refine the statements, which were then presented to the Stakeholder Sounding Board on September 30th and the City Champions Group on October 1st. The purpose of these workshops was to get final input and validation from key stakeholders into these draft statements. Once the feedback from these key stakeholders was incorporated, the draft statements were once again reviewed by the Council Sponsors Group in November 2020.

See Appendix 12 for a more detailed summary of what was heard at these meetings.

The table below shows changes that were made to the vision, guiding principles, and goals following feedback from the workshops:

Table 4: Modification of Vision, Guiding Principles and Goals Following Engagement Analysis

Original statement	Modification following feedback analysis
<i>Vision statement</i>	
Take progressive, innovative and collective action towards a Zero Waste Ottawa.	A Zero Waste Ottawa achieved through progressive, collective and innovative action.



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<p>Honouring the 5Rs waste management hierarchy by choosing options that support waste reduction, reuse, recycling and recovery so that minimal residual waste is sent to landfill.</p>	<p>Honouring the 5Rs waste management hierarchy by prioritizing options that support waste reduction, reuse, recycling and recovery so that minimal residual waste is sent to landfill.</p>
<p>Guiding Principles</p>	
<p>Shifting community behaviour so that residents and stakeholders share the responsibility of waste management and play a role in achieving the goals of the Solid Waste Master Plan.</p>	<p>Changing community values so that residents and stakeholders view waste as a resource, share the responsibility of waste management and play a role in achieving the goals of the Solid Waste Master Plan.</p>
<p>Adopting circular economy principles to minimize the use of raw materials, recognize waste as a resource and maximize the value of waste and keep products and materials in use, and support the transition to individual producer responsibility, where producers that sell and profit from consumer goods are responsible for the environmentally sound end of life management of these items</p>	<p>Adopting circular economy principles to minimize the use of raw materials, recognize waste as a resource, maximize the value of waste and keep products and materials in use, and advocate for industry and other levels of government to take action that supports the transition to this economic model.</p>
<p>Goals</p>	



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Enhance the recovery of materials and energy from the waste stream	Maximize the recovery of materials and energy from the remaining waste stream
Work towards achieving 100% GHG emission reductions produced by the City’s integrated waste management system	Achieve 100% GHG emission reductions produced by the City’s integrated waste management system.
Influence through regulatory tools, support and partner with the Industrial, Commercial and Institutional sector, including multi-residential, small businesses, construction and demolition and agricultural sectors, to reduce, reuse and divert waste in the broader community	Support, influence and partner with the Industrial, Commercial and Institutional sector, including multi-residential, small businesses, and the agriculture sector, and the Construction and Demolition sector, to reduce, reuse and divert waste in the broader community.
Enhance the accessibility, convenience and consistency of waste management programs and services to ensure maximum participation.	Maximize participation by enhancing the accessibility, convenience, consistency and affordability of waste management programs and services

In addition to the modifications, a guiding principle was added to reference the triple bottom line and a goal was added in response to the feedback on collaboration with external stakeholders:

“Utilize the triple bottom line to balance environmental sustainability, City and community desires, and fiscal responsibility.”



“Collaborate with external stakeholders, including industry and other levels of government, to advance waste management practices.”

The final draft vision, guiding principles, and goals will be presented to Committee and Council for consideration by the end of Q2 2021.

5.2 Waste Plan Options Development

Over the course of all the activities carried out as part of Engagement Series 1, long-term planning staff looked to identify and collate ideas proposed by City staff, Councillors, stakeholders, and members of the public that could be added to a long list of potential options for the Waste Plan. Questions were asked during virtual workshops and meetings and through online surveys to solicit appropriate feedback, such as:

1. What can we do to improve our current waste management system in Ottawa?
2. Imagine it's 2052 and we've just completed our 30-year solid waste strategy. What does success look like to you?
3. What are the key considerations for this success?

All ideas heard were thoroughly documented and considered, including all open-ended questions in the Engage Ottawa survey and internal staff survey. Engage Ottawa survey responses were analyzed by an external consultant and the internal staff survey was analyzed by Solid Waste Services long-term planning staff using an Excel coding system. Ideas were collated and categorized according to the waste management services, policies, and programs under Waste Plan consideration. This includes:

- Promotion and education;



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- Regulations, policies, and by-laws;
- Waste avoidance, reduction, and re-use;
- Recycling;
- Collection and drop-off;
- Organics management;
- Waste recovery;
- Residual management; and
- Innovation.

These results were then provided to the technical consultant and examined to see if they aligned with future needs of the City's integrated waste management system. Any options or examples not already identified were added to the long list.

The development of the long list of options, including the addition of ideas obtained through engagement, took into account the Waste Plan vision, guiding principles, and goals. Options were added to the list only if they supported these statements, which, as explained above, were developed using engagement feedback.

The long list of options, including high level descriptions of each, will be presented to Council for consideration by the end of Q1 2021, after which the options will be evaluated using the evaluation framework developed specifically for the project, which includes a triple bottom line evaluation tool (see below). Options will be presented to residents and stakeholders for feedback during Engagement Series 2, which will occur in the fall of 2021. Input received from



this next Waste Plan engagement series will be used to refine the short list of options for the Waste Plan and help inform the development of the draft Solid Waste Master Plan.

5.3 Evaluation Framework Development

An evaluation framework was developed to assess the various waste management options that have been added to the long list. A core component of that framework is a made-to-measure evaluation tool. It uses a structured approach to compare different options based on a consistent set of criteria. A well-designed evaluation tool helps ensure that all available options are considered from an environmental, social, and financial perspective (triple bottom line model).

The draft evaluation framework can be found in Appendix 13. Engagement was used to inform the development of this triple bottom line evaluation tool in two ways:

- The draft tool was developed taking into consideration the Waste Plan draft vision, guiding principles, and goals which, as described above, were largely informed by the feedback obtained during Engagement Series 1.
- Key stakeholder groups were involved in the review and refinement of the draft tool through virtual workshops (described below).

From June to September 2020, virtual workshops were held with the Council Sponsors Group, the City Champions Group, and the Stakeholder Sounding Board to inform each group about the development of the evaluation framework and the triple bottom line evaluation tool, and to hear their thoughts about its proposed design and application. Minutes from these workshops are provided in Appendix 14.



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There was much interest at the Stakeholder Sounding Board workshop around the proposed weighting formula being applied to the tool's triple bottom line categories. As a result, a second workshop was held with this group in October to provide more time for detailed discussion and to delve deeper on the topic of the weighting of these categories.

Evaluation Tool Review – Feedback

City Champions Group:

The following are the high-level comments from the workshop with the City Champions Group presented by key topic:

Generally

- Some participants stated that, overall, the indicators were broad and that some of them would benefit from additional detail so there is less room for interpretation. Others commented that it would be difficult to measure some of the indicators without having a better understanding of the consequence that the City is looking to avoid.
- A few participants suggested that the City's Equity and Inclusion Lens needed to be applied to the tool and considered for all indicators (and in particular those related to health and safety).
- A participant believed that it was important when considering land implications, that engagement be done with the local host First Nation.

Environmental Indicators

- A participant suggested that environmental indicators needed to consider future impacts of climate change on the weather and how that might affect waste management. For



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example, increased precipitation might have an impact on leachate; extreme heat could have negative impacts on the health of frontline staff and add to the “yuck factor” for residents, such as additional odours and maggots.

- A suggestion was made that it was important to consider the impact on natural resources, such as the consumption of land and water, and the potential effects on local surroundings.

Social Indicators

- A participant suggested that an indicator be added to recognize health and safety impacts on staff.
- It was noted that the Equity and Inclusion Lens be applied for all health and safety considerations; i.e., to determine whether a potential solution offered a higher public health risk for women or vulnerable communities. An example that was provided was how waste receptacles on sidewalks can create challenges for people with mobility issues.
- Affordability was also deemed to be an important consideration.
- A few participants commented that they found it unusual that “economic dimensions” would be captured under the social indicators, rather than the financial indicators.

Economic Indicators

- Several participants suggested that the indicators need to consider operational costs (to provide a holistic view).



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- The ownership of potential solutions (public or private) was deemed important by a few participants, to help determine cost savings and risk and reliability issues.
- There was a debate as to whether the City should select proven technologies or be innovative and promote local cleantech solutions. This led to a discussion about the need and value of pilot projects.
- A few participants suggested it was important to consider indirect cost impacts; for e.g., in instances where a high capital cost might result in operational savings, or ancillary savings such as the extension of the life of Trail Road.

Weighting

- There was a lot of discussion about the proposed equal weighting for the three elements of the triple bottom line model. A few participants argued that more points should be awarded to environmental considerations over the two other categories.
- In this respect, some argued that the City of Ottawa offered its waste service at a lower cost than other municipalities, and therefore could afford to pay more for a service if it provided important environmental benefits. Others suggested that less points could be awarded to social considerations because key indicators such as “health and safety” were already regulated.
- After considerable discussion and a quick poll, there was a better understanding of and general support for the equal weighting approach. A few participants commented that it was premature to discuss weighting at this stage.



Stakeholder Sounding Board:

The following are the high-level comments from the first workshop with the Stakeholder Sounding Board, held September 9, 2020, presented by key topic:

Generally

- Participants generally indicated that the evaluation tool was comprehensive and that it did an effective job of identifying and defining the issues.
- Some participants were concerned with how the three categories of indicators would be weighted. It was agreed that the issue of weighting would be discussed at another meeting.

Environmental Indicators

- There was general support for the environmental indicators. A few comments were made that there should be a way of assessing unintended consequences of an option. For example, an unintended consequence of recycling is that it led to more, rather than less plastic. Another participant stated that while the list of draft indicators was generally adequate, there needed to be a mention of the City's push towards a circular economy.
- There was support for the indicator that deals with the potential of an option to reduce GHG emissions.
- There also was support for the indicator that deals with reducing energy consumption.



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- With respect to the indicator that deals with the impact on land and water, there were a few comments that the impact on ‘air’ should be included here, and not in the social category.
- A suggestion was made that the word “local” should be deleted from the indicator on “local environmental impact.” It was felt that some options such as smokestacks or the trucking of waste could have implications that go beyond local boundaries.

Social Indicators

- For the social indicators, some participants discussed whether the tool effectively applied an equity and inclusion lens to measure how a proposed program might have different impacts on different kinds of Ottawa residents, such as those with mobility challenges. It was also noted that the social indicators needed to measure the impact of an option on housing and housing affordability.
- A participant commented that it would be more appropriate for issues like “vector/vermin” and “odour/noise/traffic” to be captured in the “safety and health” indicators.
- It was also suggested that the “social enterprise” indicator be moved to the economic category.

Economic Indicators

- With respect to the economic indicators, some participants argued that the cost of each option on the end user (residents and businesses) – currently under “stakeholder acceptance” – needed to be captured in a separate indicator. Some participants believed that what was presented focused too much on City costs and not enough on



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the costs to property owners and businesses. For example, there should consideration for how much a business might have to pay extra for alternative products should a ban on single-use plastics be adopted.

- Others noted that the indicators needed to also consider the revenue and savings potential of an option (for example, measuring the savings from extending the life of the landfill, i.e., an “avoided cost scenario”).
- It was suggested that the City include an indicator for costs associated with climate change. In this vein, it was suggested that metrics should also look at financial viability today and in the future. For example, some options are impacted more by climate change than others, such as stormwater management and flooding. As a result, each option should be looked at from a climate adaptation and resiliency lens.

Evaluation Tool Weighting - Feedback

The following are the high-level comments from the second workshop with the Stakeholder Sounding Board on weighting, held on September 21, 2020:

- Following a technical presentation on the evaluation tool, participants had a few additional comments to add to the first workshop. Overall, participants were comfortable with the triple bottom line approach and the proposed equal weighting for each of the three categories.
- Those participants that had the most concerns about the equal weighting of the triple bottom line categories stated that they believed this discussion to be premature without knowing what the actual options were, and they wanted the opportunity to revisit this issue at a later date in the process. On this point, the City noted that the value of doing



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the exercise now was that it allowed for an unbiased look at the Waste Plan's priorities and considerations without being overly influenced by a specific option. The City also noted that there would be a future opportunity to discuss the issue of weighting further into the process.

- A few participants emphasized that there was a difference between “financial viability” and “environmental implications.” Another concern that was raised was that the City’s methodology needed to account for the full cost of accounting of the options being assessed, as environmental and social impacts have their own financial costs and these need to be integrated.
- It was also suggested that special consideration be given to residents in social housing.

How Feedback Was Used

The following revisions were made to the triple bottom line evaluation tool as a result of feedback provided during engagement:

Environmental Sustainability

- Added “recover” to the Climate Impact notes section.

Social Implications

- Added “and staff” to the Health and Safety indicator
- Moved “Risk of increased litter and vector/vermin” indicator from the Equity and Inclusion criteria to the Safety and Health Impact criteria.
- Added “Social enterprise” to the notes in the Economic Development criteria.



- Added “Health” to the “Social Implications” category title.

6.0 Next Steps

The draft vision, guiding principles and goals and long list of Waste Plan options were developed using all feedback from Engagement Series 1. These draft statements and options will be presented to Council and Committee for consideration in the Phase 2 report by the end of Q2 2021. Both the Phase 2 report and Engagement Series 1 *As We Heard It* report will be posted to Engage Ottawa following presentation to Council.

The Council-approved long list of options will then be evaluated using the triple bottom line evaluation tool. The development of this tool was also informed by feedback received during Engagement Series 1. The resulting options will be presented to residents and stakeholders during Engagement Series 2.

The main objective of Engagement Series 2 will be to obtain feedback on the options in order to inform their final development and inclusion in the Waste Plan. This engagement series is expected to last for at least 2 months. Various communication channels will be used to ensure widespread awareness of the engagement opportunities and a broad range of tactics will be implemented to enable residents and stakeholders to fully participate. Following completion of Engagement Series 2, an *As We Heard It* report will be produced in order to present the results and explain how the feedback will be used to inform the development of the draft Waste Plan.

The Waste Plan will be drafted at the beginning of Phase 3. Engagement Series 3 will then take place to provide residents and stakeholders the opportunity to review and comment on the document. A final *As We Heard It* report will be developed to present the engagement results and explain how input will be used to inform the final plan. Once the Waste Plan is



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finalized it will be presented to Council for approval. A short-term (five year) implementation plan will also be developed along with a financial plan.