
TO: GENERAL COMMITTEE

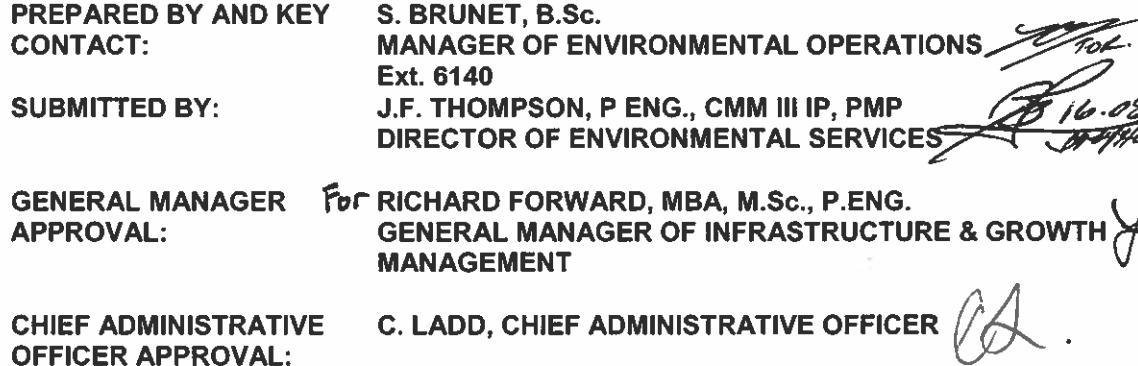
SUBJECT: Multi-Unit Front End Bin Garbage Collection Service Update

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CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER



RECOMMENDED MOTION

1. That the Landfill Tipping Fee Exemption Program be maintained for existing townhouse properties which are located on private roadways and deemed ineligible to receive a municipally provided front end bin collection service due to space limitations, as evaluated by the Planning Services Department.
2. That the addition of an 12 month temporary Waste Reduction Coordinator position to assist with the implementation and maintenance of a Multi-Unit Residential Organics Program, as well as a Front End Bin Collection Program, be approved.

PURPOSE & BACKGROUND

Report Overview

3. The purpose of this Report is to provide members of General Committee with an update regarding the Multi-Residential Organics Pilot Program (15-G-040) and provide the lessons learned that will fully accommodate the implementation of a municipally provided Front End Bin collection service as per Council Resolution 15-G-233.
4. On November 9th, 2015 Council approved Motion 15-G-223 Residential Multi-Unit Waste Diversion Strategy as follows:

“That staff be authorized to implement the provision of a Front End Bin Garbage Collection Service for the Multi-Unit Residential Sector commencing January 1st, 2017, and subject to the satisfaction of the Director of Legal Services, and that the Mayor and City Clerk be authorized to execute such contract revisions.

- a) That a phased in approach to the implementation of a municipally provided Front End Bin Garbage Collection Service be approved based on the following criteria:
 - Mandatory participation in the Multi-Unit Residential Source Separated Organics (SSO) Program;
 - Mandatory participation in the Multi-Unit Residential Recycling Program;
 - Compliance with a two (2) bag garbage limit every other week per multi-unit residential unit as specified through an approved bin size;

- For mixed-use properties, mandatory physical separation of residential waste and commercial waste;
 - The use of the curbside collection service in addition to the Front End Bin Garbage Collection Service be prohibited;
 - Leaf and yard waste not be permitted in front end bins;
 - Household hazardous waste not be permitted in front end bins; and
 - Bulky items and white goods not be permitted.
- b) That the phased in termination of the Landfill Tipping Fee Exemption Program be approved.
- c) That there be no provision for a Rebate Program.
- d) That the Front End Garbage Collection Service be approved to continue to exclude ICI sector waste including the exclusion of ICI waste from mixed use buildings.
- e) That the Planning Services Department be directed to prepare a report and schedule a Public Meeting to investigate the desirability of revising the Zoning By-law, and Urban Design Manual as required, to require property owners of new multi-unit residential properties to accommodate full waste management services on site.
- f) That the addition of a permanent Waste Reduction Coordinator position for the implementation and maintenance of a Multi-unit Residential Collection Program, effective June 2016, be approved.
5. Implementation of a Multi-Unit Residential Organics Program was identified as a First Priority Initiative in the Sustainable Waste Management Strategy, adopted in principle by Council on November 19th, 2012. A one year Multi-Residential Organics Collection Pilot Program was approved through the 2015 Business Plan and is scheduled to run from January until December of 2016.”

Multi-Residential Organics Pilot Program Update

6. In January of 2016 commencement of a Multi-Unit Residential Organics Pilot Program began with an allocated budget of \$96,000. The cost of implementation to date (January 2016 – June 2016) is approximately \$28,000 including promotion and education materials and organics collection carts.
7. The pilot currently consists of 11 townhouse/condo buildings as well as 1 townhouse complex, which represents 1,532 multi-residential units in total.
8. In January, each building was provided with large organics collection carts and information kits that contained small in-unit bins, as well as educational materials on how to participate in the Program. Staff distributed Green Bin Kits and attended all (but one) property (the townhouse complex) to provide information sessions for the residents.
9. The delivery of the large collection carts and in-unit bins proved to be time consuming. The initial rollout involved the delivery of just over 70 large collection carts, as well as 1,532 Green Bin Kits. Staff coordinated deliveries so that the carts and kits would be on-site the morning of the scheduled information session at each property. The roll out took two weeks and the delivery of carts proved to be difficult to manage with just one dedicated full time staff member and one co-op student.
10. Waste Reduction staff attend each site weekly before collection day to inspect the carts for contamination and to weigh each cart to track individual building participation. Pilot results

indicate that residents are diverting an average of 0.5 kg of food per unit per week (equating to roughly 1 pound of butter per unit), representing approximately 36 tonnes of organic waste diverted from January until the end of June this year. This would be equivalent to 48m³ of landfill space.

11. Both single family and multi-family homes in Barrie diverted approximately 0.6 kg of food waste per person, per week from January to June in 2016, which indicates that the multi-residential pilot results to date are on-par with diversion rates in the single family curbside organics program.
12. The biggest challenge to date has been the use of plastic bags. Staff continue to reinforce the importance of using certified compostable liners through hosting on-site education events as necessary.
13. Despite efforts to increase participation, there have been challenges with respect to the townhouse complex. Currently 20 of 82 units are consistently participating in the program. The Condominium Board for the complex has declined educational sessions, site visits, and discussion on future program expansion for the Multi-Unit Residential Sector.
14. Overall the program has been generally well received by most residents, which can be contributed to supportive site superintendents and property managers.
15. Lessons learned from the pilot that can be beneficial to the implementation of a full-scale Multi-Residential Organics Program combined with the Front End Bin Garbage Collection Program include:
 - a) Given the workload and existing resources, the speed at which a full scale program can be implemented will be limited;
 - b) Each building joining the program will require staff to attend and provide information sessions, distribute the Green Bin Kits and monitor program compliance;
 - c) A successful program requires significant effort and support from the superintendent and property management. It is essential for these two components to be interested and engaged in new programs;
 - d) There is no "one size fits all" solution to new program implementation in multi-residential buildings. Variations in building size, layout, resident characteristics, and garbage disposal systems require unique arrangements to suit specific sites. A great deal of effort and resources are required on an on-going basis to ensure multi-residential diversion and disposal programs are successful.

Front End Bin Garbage Collection Service Implementation

16. Staff Report ENV004-15, presented to Council on November 2nd, 2015, identified multiple unique scenarios within the Multi-Unit Residential Sector that would need to be addressed individually in order for participation in the Front End Bin Garbage Collection Program.

Paragraph 39 of ENV004-15 presented the following information:

"Survey results have indicated that a number of multi-unit residential properties currently do not comply with Zoning By-laws requiring them to place all waste containers inside an enclosure. To take advantage of the City program, these properties would be required to build or expand existing enclosures, subject to them being able to accommodate front end garbage bins, 95 gallon recycling carts and (potentially) organics collection carts. There is a potential that the size of landscaped areas, and/or the number of parking spaces could be reduced or eliminated in order to create sufficient space for the enclosure(s). Suitable locations on site for an enclosure would be determined though

discussions with the property owner/condominium Corporation and City staff which would be coordinated through the Planning Services Department".

17. Currently, the Zoning By-law requires that all waste containers and materials be contained inside a waste enclosure or enclosed garbage facility. In preparation for phased-in Front End Bin Garbage Collection Service commencing in 2017, Environmental Operations Staff conducted site visits at each property in order to determine eligibility of a Front End Bin Service based on waste enclosure requirements as required by the Planning Services Department, referenced in Staff Report ENV004-15.
18. Of the 292 known multi-unit residential properties within the City, there are 78 (27%) properties that do not use front end bin collection (i.e. townhouse complexes, or utilizing curbside collection) who appear to have inadequate space to meet requirements for a waste enclosure or for front end bin collection.
19. Of the 78 properties that do not currently use front end bin collection, 43 of these are townhouse complexes that are located on a private roadway(s). These properties receive curbside waste collection through a private hauler and curbside recycling collection through the City's waste collection contract.
20. Site visit results indicate that the majority of these properties appear to have inadequate space for a waste enclosure or for a front end bin collection program. These properties would need to go undergo additional site visits and/or site plan review from the Planning Services Department in order to confirm whether or not they are eligible to receive a front end bin service. In the Staff Report ENV004-15, paragraph 53 presented the following information:

"If it is deemed that there is not adequate space to erect a waste enclosure (for existing properties) in accordance with the City's Zoning By-law, specific properties will not be eligible for this service".
21. With the phased in termination of the Landfill Tipping Fee Exemption Program (15-G-233), the existing townhouse properties that are considered ineligible for a municipally provided front end bin collection service will be forced to pay for private waste collection and disposal fees, which will be seen as unfair for the townhouse complexes that were once participating in the Landfill Tipping Fee Exemption Program in which their disposal fees were waived.
22. If it is deemed by the Planning Services Department that there is inadequate space to erect a waste enclosure; it is recommended that multi-unit residential properties currently receiving a tipping fee exemption remain on the Tipping Fee Exemption Program, which includes the requirement to participate in the City of Barrie recycling program. These properties would still be required to pay for a private waste collection service with no adjustment to taxes; however they will still get disposal fees waived through the Tipping Fee Exemption Program.
23. If it is deemed by the Planning Services Department that there is adequate space to erect a waste enclosure, specific properties may still choose to provide and pay for a curbside waste collection service through a private hauler. If so, these properties would be considered ineligible for a municipal front end bin service.
24. Planning Services staff are in the process of developing zoning standards to guide the placement and size of waste enclosures for all new multi-unit residential developments in the City of Barrie. The City's Urban Design Guidelines require that all waste containers be located within the primary building or within an accessory structure. Planning Services staff have been advising all applicants of this future requirement during the Site Plan Approval process. This is being done in an effort to ensure that new multi-unit residential developments will comply with future standards.

25. Waste Reduction staff will be working with the Planning Services Department to develop Design Guidelines for waste collection and waste storage systems to compliment the revised Zoning By-law as well as the newly proposed Waste By-law. The Design Guidelines will provide developers of new multi-unit residential developments with the requirements and criteria required to receive municipal waste collection services on site.
26. Standard Design Guidelines for all newly developed multi-unit residential properties will prevent having to transition more properties with unique scenarios onto a Front End Bin Program retroactively in the future. If developers choose to not meet the proposed design requirements for municipal waste collection services for new multi-unit residential properties, the property will not be eligible to receive municipally provided waste management services. The developer will be required to disclose in writing to a prospective buyer that the property is not eligible for municipally provided waste collection services and must pay for private waste collection services through a private hauler.

ENVIRONMENTAL MATTERS

27. The following environmental matters have been considered in the development of the recommendation:
 - a) Under the current Multi-Unit Residential Landfill Tipping Fee Exemption Program, multi-residential developments are motivated to participate in the municipal recycling program and reduce the garbage generated within their complex because of private hauler fees associated with bin rental and waste hauling. The transition to a model where the municipality provides and pays for front end garbage collection services for the multi-residential sector or provides exceptions through maintenance of this Tipping Fee Exemption for properties where a front end bin cannot be accommodated, will require rigorous enforcement to ensure that multi-residential developments participate, to the satisfaction of established criteria, in all the municipal diversion program options available to them.

ALTERNATIVES

28. The following alternatives are available for consideration by General Committee:

Alternative #1 General Committee could decide to terminate the Landfill Tipping Fee Exemption Program.

Existing townhouse complexes located on private roadways that are deemed ineligible by the Planning Services Department to receive a municipal front end bin collection service would be required to pay for both waste collection and disposal fees. This will be seen as unfair given that they were once participating in the Landfill Tipping Fee Exemption Program in which their disposal fees were waived and will no longer be offered any waste services from the City once the front end bin program is established. This alternative is not recommended.

FINANCIAL

29. A full-scale Multi-Unit Organics Program, as well as a Front End Bin Collection Program, will require additional staff to assist in the implementation and management of these programs. The employee costs for a one year temporary Waste Reduction Coordinator starting in Q1 2017 is approximately \$60,000.

LINKAGE TO 2014- 2018 COUNCIL STRATEGIC PLAN

30. The recommendations included in this Staff Report support the following goals identified in the 2014-2018 City Council Strategic Plan:

- Vibrant Business Community
- Inclusive Community
- Responsible Spending
- Well Planned Transportation

The introduction of a multi-residential front end bin service promotes Barrie's strengths in Environmental Stewardship as a multi-residential front end bin service that requires mandatory participation in both recycling and organics diversion programs will positively impact the City's waste diversion rate.