

Report to/Rapport au :

Environment Committee
Comité de l'environnement

and Council / et au Conseil

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CITY WIDE / À L'ÉCHELLE DE LA VILLE

Ref N°: ACS2013-COS-PWS-0008

**SUBJECT: SOLID WASTE SERVICES IN CITY FACILITIES 2011 AND 2012
UPDATE**

**OBJET : SERVICES DE GESTION DES DÉCHETS SOLIDES POUR LES
INSTALLATIONS DE LA VILLE MISE À JOUR 2011 ET 2012**

REPORT RECOMMENDATIONS

That the Environment Committee recommend Council:

1. Receive this updated report on Solid Waste Services in City facilities for 2011 and 2012; and,
2. Approve the expansion of the current model of waste collection and processing at small to medium sized City facilities to include waste generated within large City facilities, City parks and right-of-ways; including centralized contract management, waste collection and processing, and fee recovery for services provided.

RECOMMANDATIONS DU RAPPORT

Que le Comité de l'environnement recommande au Conseil ce qui suit :

1. **Accepter le présent rapport mis à jour sur les services de gestion des déchets solides pour les installations de la Ville pour 2011 et 2012.**
2. **Approuver l'élargissement du modèle actuel de la collecte et du traitement des déchets des installations municipales de petite à moyenne taille pour y inclure les déchets générés dans les installations municipales de grande taille, les parcs municipaux et les emprises publiques, ainsi que la centralisation de la gestion de contrat, de la collecte et du traitement des déchets et le recouvrement des frais pour les services fournis.**

EXECUTIVE SUMMARY

In 2011 the Environmental Services Department (ESD) and the Public Works Department (PW) took on an aggressive interdepartmental initiative to align waste collection and recycling services for City facilities, with the goals of increasing operational efficiency and assisting the corporation in achieving its municipal capture rate targets for waste diversion.

The current success of the program has already accelerated its expansion; opportunities outside of facilities, such as parks and beaches, are now being evaluated. A major contributor to the success of this initiative has been the alignment of waste collection and recycling services for small to medium City facilities with those provided under Solid Waste Services' residential and multi-residential collection contracts. 100 per cent of eligible small to mid-size City facilities have been permanently added to the residential collection contract, which has saved commercial recycling and residual management costs.

As directed by Council, staff has investigated the feasibility of extending the initiative to larger facilities, and is recommending that the current model of waste collection and processing for the small to medium sized City facilities be expanded to include waste generated within large City facilities, City parks and right-of-ways.

BACKGROUND

In May 2011, a report was brought forward to Council outlining the work plan created by the Environmental Services Department (ESD) and the Public Works Department (PW) to increase diversion rates within City facilities (ACS2011-ICS-ESD-0018). Council directed ESD and PW staff as follows:

- Environmental Services and Public Works will work collaboratively to implement the recommendations set out in this report;
- Staff will prepare an annual progress report to the Environment Committee; and,

- Staff will examine other models of green bins (size of bins, venting) and inform Members of Committee.

This report is the first update to the Solid Waste Services in City Facilities Report that was brought forward in May 2011 (ACS2011-ICS-ESD-0018). The Report will provide an update on:

- The alignment of waste collection and diversion for City facilities with residential collection contracts;
- Successes;
- Cost savings analysis; and,
- The work plan for 2013 and beyond.

DISCUSSION

Aligning waste collection services in City facilities with the Solid Waste Services Branch curbside and multi-residential collection contracts

A major contributor to the success of the ESD and PW partnership was the alignment of waste collection and recycling services for City facilities with those provided under Solid Waste Services' residential and multi-residential collection contracts.

Historically, the Parks, Buildings and Grounds Operations and Maintenance Branch of PW has managed waste generated at City facilities on behalf of its tenants. In this capacity, the Branch managed waste collection contracts with external service providers under the terms and conditions set-out by the providers in accordance with City's procurement practices.

In 2009 the City paid approximately \$1.1M for waste collection and disposal at City facilities. In 2010, ESD and PW began aligning waste collection services within City facilities focusing on the following initiatives:

- Reducing the quantity of facilities in the commercial collection program by transitioning small to mid-size facilities to the municipal curbside collection program;
- Providing access to recycling to all eligible (as determined by volume of waste generated) facilities;
- Aligning and streamlining commercial waste collection (large-scale facilities) contracts to enhance efficiency in collection practices; and,
- Evaluating in-house management of collection contracts by Solid Waste Services for commercial waste collection.

Municipal Curbside Collection

In 2009 an analysis of Parks, Buildings and Grounds waste management practices revealed that many City facilities were generating low volumes of waste while incurring commercial waste volume charges. Waste bins were collected within prescribed schedules and often times could be collected when not completely full. This resulted in

additional costs to the City and contributed to the volume of heavy vehicles travelling the roadways unnecessarily. In addition, it became evident that City-owned/managed facilities had inconsistent and/or non-existent recycling practices.

To address these issues, Parks, Buildings and Grounds proposed the transitioning of small to mid-size facilities to the City's residential curbside collection program.

The following facilities are classified as small to mid-size:

- Community centres;
- Daycares;
- Paramedic posts;
- Fire stations;
- Small libraries; and,
- Other small municipal buildings.

Since 2009, 100% of eligible small to mid-size City facilities have been permanently added to the residential collection contract which has saved commercial recycling and residual management costs. Eligibility is determined by the volume of waste that is generated within a particular site as well as the availability of staff/volunteers to bring the materials to the curb side.

In total, 150 sites currently receive curbside waste/recycling services as opposed to the commercial 2 cubic yard containers. The cost of 2 cubic yard commercial services varied in different parts of the City, however, savings are estimated at \$50K now that these sites are receiving curbside waste collection. PW is being charged back the residential unit Solid Waste tax bill rate for each City facility on the residential curb side program.

In addition to the cost savings, this initiative has provided consistent and full access to blue/black box and green bin programs at these facilities and tenants are required to fully participate in the residential recycling programs under the provisions of the Solid Waste By-Law. Overall, this initiative has facilitated improved diversion rates at City facilities at a lower cost.

Commercial Waste Volumes from City Facilities

Prior to 2009, multiple contractors undertook waste collection at the various facilities throughout the City. Contract costs, collection frequencies and disposal sites varied from contract to contract. To address this issue, the Solid Waste Services Branch and the Parks, Buildings and Grounds Branch found an opportunity to align Commercial Waste contracts with those being provided under the in-house Multi-Residential Program.

In May of 2011, Council also approved the waiver of PW tipping fees at the Trail Road Landfill of \$98/ metric ton. In 2012, 5,316 metric tons of Public Works facility waste was processed at the City's Trail Road Landfill. Prior to streamlining the collection contracts, the disposal costs of this waste could have cost PW up to \$520K. Pick-up and delivery fees will continue to be incurred by the Department at varying costs dependant upon the service provider.

In 2013, the Solid Waste Services Branch will be retendering its multi-residential contract with a contract start date of June 1, 2014. At that time the Public Works facility waste collection contracts will be transitioned to Solid Waste for front-end contract management. This will allow PW facility waste to be collected with the efficiencies of being included in the large Multi-residential waste collection contract as well as provide harmonized service delivery to all City facilities.

Successes

Over the past two years, a number of successful initiatives have been implemented and have contributed significantly to increasing diversion rates and streamlining waste handling operations.

Large City Administration Buildings

100% of large Corporate Administration Buildings (City Hall, Ben Franklin Place, and 100 Constellation) have recycling practices in place.

Batteries

Public battery recycling drop-off boxes have been established at approximately 100 facilities city-wide.

Green Bin

In addition to the Large Corporate Administrative Buildings mentioned above, Green Bins have been implemented at 150 small to mid-size facilities.

Staff examined the feasibility of using different models of green bins in centralized areas including consolidated units for organics, plastic and fibre recycling. There were no available units that fit the volume and space requirements for these areas and as such, the standard model will remain.

City Hall – Zero Waste

City Hall has piloted the removal of personal waste bins at each employee's desk in favour of centralized organics, plastic and fibre cycling. Staff are encouraged to bring waste to a centralized location with diversion options that are not present at individual work stations.

Recycling of Fluorescent Lights from City Facilities

Burned out fluorescent tubes, compact fluorescent lamps and HID lamps (High Intensity Discharge) are stockpiled and shipped at regular intervals to a recycling depot which captures all of the base components of the lamps. In 2012, 17,682 lamps were recycled. Individual volumes for each base component are shown in Table 1 below:

Table 1: Diversion Volumes for Replaced Fluorescent Tubes in 2012

Material	Quantity Recycled
Glass	4970.74 Kg
Phosphor	.618 Kg
Mercury	71.27 Kg
Metal	68.08 Kg

Special Events and Festivals Recycling

Approximately 85 recycling containers are located at City yards for special event user groups to borrow along with the standard picnic tables and garbage cans.

Since May of 2012, 45 tournaments and events took advantage of this program. Event organizers have been very receptive to the idea that the City of Ottawa is now supplying portable recycling units to assist during their events. Staff have also offered an added incentive to adopt recycling practices to those clients using City of Ottawa Parks as Parks, Buildings and Grounds has provided a number of City locations where user groups are able to dispose of their recyclables at no extra cost.

Moving forward into the 2013 season, staff will be looking at increasing awareness of the recycling program by providing all seasonal sport field, ball diamond and park user groups with the program information through the Tentative Contract packages in the spring. This should provide users with sufficient time to organize and incorporate the option of recycling into their events.

The City of Ottawa's Waste Plan

The City is developing a Waste Plan to guide management of recyclables and garbage over the next thirty years. The plan is needed to realize both the long-term and the short to mid-term stewardship, sustainability, governance and financial goals established by Council and, as mentioned previously, the 2010-2014 Term of Council Priorities.

To realize the goals and targets of the plan as they relate to public spaces, the following options have been proposed:

1. To facilitate waste diversion outside the home, install recycling containers in the following public spaces:
 - At parks and sports fields;
 - Sidewalks in tourist areas;
 - At high traffic street-side bus stops; and
 - At all Transitway and O Train stations

2. To enhance asset management and efficiency in the collection system:
 - Establish standards for recycling and waste bins in public spaces to ensure ease of use by customers and haulers, and to minimize collection needs and litter.

City staff are currently consulting with residents on these, and other, proposed options, with the Phase 2 staff report with recommendations on the full suite of options for achieving the goals and targets of the Plan expected to go to Environment Committee in the fall of 2013.

Next Steps – 2013 and Beyond

Recycling at beaches and large parks

In 2013 a recycling program will be implemented at the following large parks and beaches found in Table 2:

Table 2: Large Parks and Beaches Recycling Locations

East	West	Core	South	Rural
<ul style="list-style-type: none"> • Petrie Island Beach • Cyrville Park • Meadowbrook Park • Queenswood Park • Silver Birch Park • Scala Park 	<ul style="list-style-type: none"> • Walter Baker Park • Centennial Park • Alexander Grove Park • Larkin Park • Goulbourn Recreation Centre Park 	<ul style="list-style-type: none"> • Britannia Beach • Andrew Haydon Park • Dumaurier Park • Pinecrest Park • Hampton Park • Carlington Park • Laroche Park • Brewer Park • Jack Purcell Park • Jules Moran Park • St. Lukes Park • Minto Park 	<ul style="list-style-type: none"> • Mooney's Bay • Heatherington Park • Sandlewood Park • Eccolands Park • Emerald Woods Park • Hunt Club Gate Park • Canterbury Park • Faircrest Park 	<ul style="list-style-type: none"> • Richmond Lions Park *

*Recycling will be considered when special events take place in rural parks.

A soft trial was undertaken at the end of summer 2012 in order to ensure everything is in place for a full launch at the start of the 2013 season. For the 2013 season, one rural park recycling site will be implemented with the focus on assessing collection methodologies and volumes. The experience gained from this initial phase will allow staff to assess the feasibility of expanding recycling in large parks in the rural areas further in subsequent seasons. The cost for this initiative will be managed within the approved PW budget.

Trail Road waste processing for open spaces such as parks and right-of-ways

The Public Works Department will explore the feasibility of working with Solid Waste Services to manage waste generated in parks and along right-of-ways. A cost recovery program will be developed pending the results of the feasibility study.

Waste Audits

PW will carry out waste audits at City facilities that have implemented recycling practices to determine the percentage of change in diversion rates. Curb side spot checks of participation at a representative number of small City facilities will commence in Q3 of 2013 and will be undertaken by Solid Waste Services internal staff. Staff will report back on the efficiency of these initiatives in the 2014 update to Committee.

RURAL IMPLICATIONS

There are no rural implications associated with the recommendations contained within this report.

CONSULTATION

There was no public consultation carried for the purpose of this report.

Public Works will continue to work collaboratively with clients and partners and consult on all operational changes that would have client/partner impacts. This includes routine consultations with the Chair of Environment Committee on all matters relating to waste management within City facilities.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a city-wide report.

LEGAL IMPLICATIONS

There are no legal impediments to implementing any of the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with the recommendations contained in this report.

FINANCIAL IMPLICATIONS

Actual net savings will be identified once this interdepartmental initiative has been fully implemented and evaluated.

The initial \$233,650 collection and processing savings that were realized from small facilities on the residential curb side contract have been removed from the Parks, Buildings and Grounds Operations and Maintenance Branch base operating budget, and applied to the branch's Service Ottawa efficiency targets. To date, the incremental costs to Solid Waste Services have been minimal and have been absorbed into the current approved Solid Waste Services operating budget.

The cost of extending commercial waste collection services for large City facilities will be known once the Solid Waste Multi Residential Collection Contract is awarded later in 2013. There will be no incremental costs to the public; however, a pricing mechanism

will be developed so that incremental costs incurred by Solid Waste for this service are recovered from the Public Works Department.

ACCESSIBILITY IMPACTS

The subject matter contained within this report does not directly impact people with disabilities or seniors.

ENVIRONMENTAL IMPLICATIONS

The recommendations contained within this report have the potential for positive environmental implications as they are contributing to overall environmental sustainability of the City of Ottawa.

TECHNOLOGY IMPLICATIONS

There are no technology implications attached to this report.

TERM OF COUNCIL PRIORITIES

The 2010-2014 Term of Council Priority Environmental Stewardship includes a Strategic Objective to reduce environmental impact (ES3). Under this objective, there are two Strategic Initiatives: SI 27, Municipal Waste Management Plan; and SI 32, Waste Diversion in City Facilities.

DISPOSITION

Environmental Services and Public Works will continue to work collaboratively to advance the City's objectives of increasing diversion rates to align with the corporate diversion targets for 2015. A joint report will be brought forward in 2014 providing an update on new initiatives, diversion rates and costs.

The Finance Department will process appropriate budget adjustments and implement the appropriate billing mechanism to recover the annual Solid Waste rate per site from Public Works.