



Council-In-Committee Meeting – September 10, 2024

Subject: Curbside Waste Collection Program – Final Recommendations
Report Number: EIS-24-068
Division: Environmental and Infrastructure Services
Department: Environmental Services
Ward: All Wards
Purpose: For Decision

Recommendation(s):

That Staff report EIS-24-068 Curbside Waste Collection Program – Final Recommendations be received as information; and

That the Leaf and Yard Waste program be expanded to an additional nine (9) hamlet communities which include Booths Harbour (top of the hill), Fernlea, Gilbertville, Normandale, Lynedoch, Pinegrove, Port Ryerse, Walsingham, and Wilsonville for 14 weeks of collection; and

That a weekly source separated organics/green bin program be implemented County-wide; and

That Staff explore options for procurement of curbside waste collection methods; and

That if an automated collection is selected, that single family homes are supplied with a standard cart size; and

That if a manual curbside collection is selected, that bag limits be reduced to 2 bags per dwelling unit per week and that staff create a bag limit exemption program to be shared with Council at a later date; and

That the Monday garbage-only curbside collection in the Delhi BIA be discontinued; and

That the second garbage-only curbside collection on Fridays in Turkey Point be discontinued; and

That a partial user pay Bulky Item Appointment Based collection program be implemented using a subsidization rate of 50%; and

That staff update the technical guidelines for condominium waste collection to address waste collection challenges at condominium properties; and

Further that public space garbage containers in the BIA/downtown areas of Delhi, Port Dover, Port Rowan, Simcoe, and Waterford each be collected twice per week.

Executive Summary:

Norfolk County provides curbside waste collection services to approximately 31,500 single family homes across the County on a weekly basis with the current waste collection contract expiring in 2026. Staff have evaluated the various options for curbside garbage, source separated organics/green bin program, leaf and yard waste collection, bulky item collection, Business Improvement Area (BIA)/downtown public space garbage collection, and condominium waste collection. These options were discussed in previous staff reports that analyzed financial data, regulatory requirements, resident feedback and provincial trends and challenges to formulate the preferred waste collection options. The blue box program will no longer be a part of the curbside collection contract with the transition to a producer-led system.

Discussion:

Background Information

The contract for curbside waste collection services expires in September 2026. Throughout 2024, staff have discussed a series of reports with Council exploring various options for waste collection in the new contract. An engagement campaign also took place during May and June of this year, asking residents for feedback on the various options through online and paper surveys as well as two (2) open houses. Staff have analyzed the community feedback, regulatory compliance, financial data related to the various waste collection options as well as reviewed other municipal waste collection programs to form final recommendations for Council on curbside waste collection services. The blue box program will no longer be the responsibility of Norfolk County as of September 28, 2024, and is changing to a producer-led model. As a result, the blue box program is omitted from options discussed in this report.

Set Out Survey and Garbage Waste Audit

To assist with final recommendations, staff completed a curbside set out survey during June 2024 and a curbside garbage waste audit in August 2024. Both studies assist with providing a snapshot of current set out and disposal behaviour of Norfolk County residents.

The set-out survey observed 250 rural households and 250 urban households across Norfolk County over a four-week period. It was noted that urban areas had an average of 1.4 bags per household set out, with 45% of households setting out two (2) or more garbage bags and 14% setting out three (3) or more garbage bags. For rural areas, the average of 1.2 garbage bags per household was set out, with 40% placing 2 or more garbage bags curbside and 16% placing more than 3 garbage bags for collection. Overall, the average number of bags set out weekly per household was 1.3 garbage

bags per household, with an average of 42% of households setting out 2 or more garbage bags weekly and 15% of households setting out 3 or more garbage bags per week.

A curbside garbage waste audit was completed in August 2024, collecting waste from 95 homes across Norfolk County, with 45 homes in rural areas and 50 homes in urban areas. Garbage bags were sorted into categories including garbage, various recycling classes, avoidable and unavoidable food waste, leaf and yard waste, and hazardous waste to understand the composition of residential garbage in Norfolk County.

For urban residents, the waste audit illustrated on average urban residents are disposing of approximately 10.64 kg of garbage per household per week. Of the 10.64 kg of garbage disposed weekly, approximately:

- 1 kg is recyclables
- 4.79 kg is potential green bin material
- 0.5 kg is leaf and yard waste material
- 4.5 kg is non-divertible material, which is actual garbage

For rural residents, the waste audit illustrated that on average rural residents are disposing of approximately 11 kg of garbage per household per week. Of the 11 kg of garbage disposed weekly, approximately:

- 1.2 kg is recyclables
- 4.76 kg is potential green bin material
- 0.03 kg is leaf and yard waste material
- 5.05 kg is non-divertible material, which is actual garbage

The amount of organic waste in the garbage stream, including both avoidable and unavoidable food waste was approximately 4.79 kg per household per week in the urban areas and 4.76 kg per household per week in the rural areas. This illustrates that both urban and rural residents are generating similar amounts of organic waste in the garbage stream and provides an opportunity to divert organic waste from landfill.

A summary report of the audit findings can be found in At 2.

Leaf and Yard Waste Collection

Current Program & Legislative Requirements

Norfolk County currently provides curbside collection of leaf and yard waste material to the 11 urban communities of Courtland, Delhi, Langton, Long Point, Port Dover, Port Rowan, Simcoe, St. Williams, Turkey Point, Vittoria, Waterford. Urban residents in these communities are split into 3 zones. During the spring, each zone receives four (4) collections in April and May, 1 collection per zone per month in the summer (June – September) and 6 weeks of collection in the fall (October and November). There are

approximately 18,900 single family homes (per the 2021 Census) that are serviced through the leaf and yard waste program which diverts 1,500 MT (metric tonnes) of curbside leaf and yard waste from landfill annually. Residents that do not receive curbside leaf and yard waste collection are able to drop off their leaf and yard waste material at Norfolk County's two (2) transfer stations free of charge, year-round which amounts to an additional 760 MT diverted from landfill.

Under *O.Reg 101/94*, a leaf and yard waste program is required in municipalities with populations over 50,000 in urban areas.

Community Engagement Feedback

Through the surveys and engagement sessions, 70% of respondents received curbside leaf and yard waste collection. Of the respondents that receive curbside leaf and yard waste collection, 71.5% favoured the current 14-week collection schedule.

For those residents that did not receive curbside leaf and yard waste collection, 57% of respondents favoured dropping off leaf and yard waste material at a transfer station over curbside collection. However, Councillors and waste management staff have received repeated requests from residents in certain areas such as Normandale, Port Ryerse, Lyndoch, Pinegrove and Gilbertville to be included with the curbside leaf and yard waste collection program.

Municipal Examples of Leaf and Yard Waste Programs

The frequency of collection for leaf and yard waste curbside collection programs varies widely for each municipality. Collection programs range from spring and fall bi-weekly curbside collection to weekly collection year-round. A summary of municipal leaf and yard waste collection programs is included in Attachment 1. Most municipalities also supplement their curbside leaf and yard waste collection programs with drop off at transfer stations or depot locations. While some municipalities charge a fee to drop off leaf and yard waste material, others allow drop off free of charge.

Leaf and Yard Waste Recommendations

Staff are recommending that the current curbside collection program continue for 14 weeks annually in the 11 urban and hamlet communities of Courtland, Delhi, Langton, Long Point, Port Dover, Port Rowan, Simcoe, St. Williams, Turkey Point, Vittoria, and Waterford.

Staff are also recommending expanding the curbside leaf and yard waste program to an additional nine (9) hamlet communities which include Booths Harbour (top of the hill), Fernlea, Gilbertville, Normandale, Lyndoch, Pinegrove, Port Ryerse, Walsingham and Wilsonville. The additional hamlets equate to approximately 1,000 homes. These communities would receive the same annual 14 weeks of collection as the current leaf and yard waste program.

Free year-round drop-off of leaf and yard waste material would continue at the transfer stations for residents that do not receive leaf and yard waste curbside collection, or residents who wish to drop off their leaf and yard waste material more frequently.

Financial Impact: the Final 2024 Levy Supported Operating Budget includes an allocation of \$262,000 related to the current leaf and yard waste collection contract and an allocation of \$79,800 for composting, totaling a \$341,800 net levy requirement. The staff recommended option represents a service level increase, so it would require increased budget to accommodate. By the time the new curbside collection contract is in place, staff expect the annual costs to deliver the leaf and yard waste program could grow to \$800,000, or an increase of 0.4% to the net levy requirement. This compares to an expected 0.3% increase to the net levy requirement under the status quo scenario.

Organics/Green Bin Program

Current Program

Norfolk County's organics program currently consists of backyard composting and the FoodCycler pilot program. On average, Norfolk County sells approximately 60 backyard composters per year.

The FoodCycler pilot program was approved during the 2024 Levy Supported Operating Budget deliberations in January 2024. Registration for the pilot program launched on February 26, 2024, offering 150 subsidized FoodCycler units. The program sold out in two days and a waitlist was created for residents who are interested in the pilot program but missed out on the 150 units.

Legislative Requirements/Industry Challenges

Under *O.Reg 101/94*, Norfolk County is required to sell backyard composters to residents at or below cost. Backyard composters are currently available for purchase for \$48.25.

In 2018, the Provincial Government released the Food and Organic Policy Statement which "provides policy direction to further the provincial interest related to waste reduction and resource recovery of food and organic waste." Norfolk County falls within section 4.2ii.a which states that "Municipalities in Southern Ontario that, as of the effective date, do not provide curbside collection of source separated food and organic waste shall provide: Collection of food and organic waste to single-family dwellings in an urban settlement area within a local municipality if: the population of the local municipality is greater than 50,000 and the population density of the local municipality is less than 300 persons per square kilometre."

Furthermore, the policy statement sets targets for municipalities in Southern Ontario subject to policy 4.2ii to achieve "50% waste reduction and resource recovery of food

and organic waste generated by single-family dwellings in urban settlement areas by 2025.” According to the Food and Organic Waste Policy Statement, Norfolk County should strive to provide an organics program to urban residents at a minimum, to reduce food and organic waste from landfill.

Community Engagement Feedback

Through community engagement surveys, 58% of residents were not in favour of an organics program and selected this option as their first choice. Respondents’ second choice was for an organics program in large urban areas, while urban areas and large hamlets were ranked as the third choice. A County-wide organic program was the last choice. Based on average ranking, an organics program for the large urban centres was ranked the highest choice.

FoodCycler Pilot Program Results

150 subsidized FoodCycler units were available for purchase on a first come first serve basis to Norfolk County residents. Residents that purchased units at a reduced rate were required to track their usage for 12 weeks as part of a pilot program. 84% of participants completed the survey. On average, participants were running about 3.5 cycles per week which would divert approximately 274 kg of organic waste per household each year. Residents also reported using 0.6 fewer garbage bags per week by using the FoodCycler. Most participants were happy with their experience with FoodCycler.

Staff felt that the FoodCycler pilot required more staff time to administer than anticipated, by hosting pick-up events and coordinating alternate pick-up dates with residents unable to pick up their units on the designated dates. Additionally, questions from residents, residents looking to return their units or sell them and a few residents that encountered operational issues and broken parts also required staff time.

A summary of the survey results and comments from residents are provided in Attachment 3.

Municipal Examples of Organics Programs

Larger urban municipalities such as the City of Toronto and Peel Region have had green bin programs since the 2000s, while other municipalities such as the City of London and City of Brantford started green bin programs in 2023-2024. Across Ontario, municipalities that have green bin programs collect green bin material weekly. Garbage collection varies from weekly to biweekly in municipalities with green bin programs. Communities that have a green bin program often have lower bag limits or smaller cart sizes as residents divert food waste from landfill and generate less garbage.

A summary of garbage bag limits, collection frequency and if an organics program is present for several municipalities in southern Ontario can be found in Attachment 1.

The Essex-Windsor Solid Waste Authority (EWSWA) was in a similar situation to Norfolk County recently reviewing their curbside waste collection programs and assessing the feasibility of an organics program. After initially recommending a green bin program for urban only areas, a waste audit illustrated that urban and rural residents had similar amounts of organic material in the garbage stream. With this information, the EWSWA received approval for an organics program to be instated regionally to all single-family households. In addition, EWSWA also cited that a region-wide organics program would be beneficial due to:

- Consistent messaging for all residents – leading to improved diversion rates
- Easier tendering process with accurate and competitive pricing rather than different zones of service
- Uniform service levels to all residents
- Potential co-collection of garbage and organics to reduce carbon footprint and emissions
- Routing efficiencies with a region-wide program
- State of readiness should provincial government move forward with an organics ban in landfills in 2030

Curbside Waste Audit

As previously mentioned, Norfolk County conducted a waste audit in August 2024, collecting and analyzing garbage from 45 rural and 50 urban single-family homes across Norfolk County. Organic material was categorized into 3 different streams: avoidable food waste, unavoidable food waste, and tissue/toweling. Avoidable food waste would be spoiled or expired food for example, while unavoidable food waste would include items such as apple cores, eggshells and bones. Tissue/toweling includes paper towels and facial tissue.

In the urban areas, residents on average generated 2.29 kg per household per week of avoidable food waste, 2.05 kg per household per week of unavoidable food waste and 0.45 kg per household per week of tissue toweling for a total of approximately 4.79 kg per household per week of organic material that could be diverted from landfill.

In the rural areas, residents on average generated 2.58 kg per household per week of avoidable food waste, 1.68 kg per household per week of unavoidable food waste and 0.50 kg per household per week of tissue toweling for a total of approximately 4.76 kg per household per week of organic material that could be diverted from landfill.

The amount of organic material generated in urban areas and rural areas differed by 0.03 kg per household per week based on the audit results, which is a difference of approximately 0.6%. Therefore, rural residents' backyard composting their organic waste may not be as prevalent as was assumed, based on the recent waste audit results.

The waste audit also generated data on the tonnage of organic material available to be diverted from landfill based on the average tonnage per household. Each household generates approximately 246 kg per year of organic waste, which is almost 50% of the annual amount of garbage generated (approximately 500 kg/household/year). If every single-family household participated in the green bin program, approximately 7,770 MT of organic waste would be diverted from landfill. However, based on industry trends and other municipal experience, participation rates for a new curbside organics/green bin program range from 35% - 40%. Based on a 35% participation rate, approximately 2,700 MT of organic waste would be diverted from landfill.

Organics Recommendation

Although an organics program was not favourable to most residents that participated in the survey, legislatively under the Food and Organic Policy Statement, Norfolk County is required to achieve “50% waste reduction and resource recovery of food and organic waste generated by single-family dwellings in urban settlement areas.”

Essex-Windsor Solid Waste Authority found that urban and rural households generated similar amounts of organic waste. Norfolk County’s waste audit found very similar results with the tonnage of organics in the garbage stream between urban and rural single-family homes differing by less than 1%. Based on the waste audit, it is estimated between 2,700 MT and 7,770 MT of organic waste could be diverted from landfill annually.

Considering the declining landfill space in Ontario and potential 2030 provincial organics ban in landfills, an organics program in Norfolk County is paramount. Norfolk County relies on a private landfill to meet its garbage disposal needs as Norfolk County does not have an operating landfill within the municipality.

Staff are recommending a County-wide source separated organics program for the new curbside collection contract. A County-wide organics program would:

- provide uniform service level to all single-family residential homes in Norfolk County
- divert organics from landfill helping preserve dwindling landfill space in Ontario
- provide consistent messaging about the organics program to all single-family homes which would encourage participation and diversion
- provide the option to co-collect garbage and organics in the same collection vehicle, which could reduce collection costs by only requiring one collection vehicle along collection routes combined with reducing carbon emissions
- cost efficiencies with ordering and distributing a larger number of green bins at one time

Financial Impact: the Levy Supported Operating Budget does not currently include an allocation related to an organics program. The staff recommended option represents a new service, so it would require increased budget to accommodate. By the time the new

curbside collection contract is in place, staff expect the annual costs to deliver an organics program could be up to \$4,100,000, or an increase of 3.2% to the net levy requirement.

Curbside Garbage Collection – Collection Method

Current Program

Norfolk County collects approximately 14,100 MT annually in curbside garbage, which equates to just under 500 kg per household per year. The current program is weekly manual collection, where waste collection staff manually throw garbage bags into the collection vehicle. The current bag limits are:

- Residential: 4 bags per week
- Commercial: 8 bags per week

Industry Challenges

Ontario is currently experiencing limited available landfill capacity, with estimates indicating that landfill capacity will be exhausted by 2032 if there are no new landfills established by that time. The limited landfill capacity is of importance to Norfolk County, as Norfolk County does not have its own landfill and relies on a private landfill for current disposal needs. Norfolk County currently has a 10-year contract with an option for a 5-year extension with Walker Environmental expiring in 2030. Estimates indicate that as 2032 approaches and landfill capacity becomes limited, tipping rates for disposal of garbage will increase significantly. In addition, it is anticipated that emphasis on diversion measures including legislation or material bans may be put in place by the province to preserve landfill capacity.

Staffing is also a challenge for waste collection and many contractors are limiting bids to automated collection only. As previously mentioned, manual collection requires 2 staff members and has the risk of higher health and safety concerns than automated collection which has one staff member using machinery to collect the waste.

Legislative Requirements

The *Environmental Protection Act (EPA)* provides an overarching legislation on the management of waste in Ontario, and *O.Reg 347-General – Waste Management* is a subsection of the EPA, which discusses waste disposal sites, transporting waste in Ontario and specific types of waste such as hazardous waste. Municipal waste management programs including restrictions such as bag and weight limits, collection frequency, bag and container sizes and set out guidelines are established and enforced through municipal by-laws.

Options for Garbage Collection & Community Engagement Feedback

There are two main methods for collecting curbside garbage, manual and automated. Manual collection requires staff to collect garbage bags from the curb and put them into the collection vehicle. This usually requires two staff members, one driving and the other collecting the garbage. Health and safety issues are often a concern for manual collection due to the repetitive motion and heavy lifting required in this position.

Automated collection uses carts, which residents place their garbage into and wheel to the end of their driveway on collection day. The collection vehicle has one staff member that uses an automated arm to grab the collection cart and dump the contents into the collection vehicle. A capital investment is required for the purchase of carts for residents to use with automated collection.

During the community engagement campaign, 43% of residents indicated their preference for manual bagged base collection, 38 % preferred automated collection and 19% were undecided. Regarding automated collection, residents were asked if they would prefer to select their size of cart or be provided with a standard sized cart. 25% of respondents preferred a standard cart size, 28% preferred to choose their size of cart and 47% did not prefer cart-based collection.

Municipal Examples

There is a wide variety of options utilized by municipalities in southern Ontario for garbage collection from manual collection, automated collection, bag tags and various frequencies. Attachment 1 provides a summary of several municipalities and their curbside waste collection program details.

Curbside Garbage Collection Recommendation

Staff are impartial to which collection method is utilized for curbside waste collection. The preferred method is the most cost-effective solution for Norfolk County. Financial modelling completed for March's Report EIS 24-028 indicated that over the life of the contract both options are similarly priced. While automated collection has high capital costs at the beginning of the contract for the purchase of carts, the cost for collection services through the remainder of the contract is typically lower than manual collection. Staff have discussed possible procurement options to obtain information and pricing on collection methods from potential bidders with the Purchasing Division to assess the most feasible option.

If automated collection is the selected collection method, staff are recommending a standard cart size for all residents. Resident feedback illustrated that preference between a standard cart size and a choice of cart size was separated by 3%. By providing all residents with a standard cart size, it creates equality among all single-family homes and encourages waste diversion and participation in diversion programs.

A standard cart size also simplifies the management of an automated program when replacing broken carts and ensuring adequate inventory of new carts.

Financial Impact: the Final 2024 Levy Supported Operating Budget includes an allocation of \$1,578,900 related to the current garbage collection contract and an allocation of \$1,615,100 for haulage and disposal, totaling a \$3,194,000 net levy requirement. While no service level change is proposed thus far, due to inflation seen since the last time the long-term contract was entered into and changes to the industry, staff expect the cost to deliver this program are likely to increase, regardless of the collection type. By the time the new curbside collection contract is in place, staff expect the annual costs to deliver the garbage program could grow to \$5,300,000, or an increase of 1.6% to the net levy requirement.

Curbside Garbage Collection – Bag Limits

Current Program and Community Engagement Feedback

Norfolk County currently has a 4-garbage bag residential limit and an 8-garbage bag commercial limit. Based on the information provided in Attachment 1 about other municipalities in southern Ontario, Norfolk County has a generous garbage bag limit.

Through the surveys during the community engagement campaign, 56% of respondents indicated they preferred a reduction in bag limits, with 25% preferring a 3-bag limit and 30% preferring a 2-bag limit. Approximately 40% of respondents preferred the current 4 bag limit and the remaining respondents were undecided.

Staff Recommendations for Bag Limits

If manual garbage collection is the preferred collection method option and a County-wide curbside organics program is implemented, staff are recommending a 2-garbage bag limit at the commencement of the new curbside collection contract. Residents would be able to divert 40-50% of the material currently in the garbage stream through an organics program, as illustrated in Norfolk County's curbside garbage waste audit. A lower bag limit would also encourage participation in diversion programs, especially an organics program.

Financial Impact: if manual garbage collection is maintained and the bag limit is lowered, this would represent a service level decrease, and should generate an opportunity for savings compared to the status quo scenario. Staff expect this would be achieved through more tonnage being diverted. By the time the new curbside collection contract is in place, staff expect the annual cost savings from lowering bag limits could be as much as \$300,000, or -0.2% to the net levy requirement.

Bag Limit Exemptions

While most residents can adhere to a lower bag limit with the use of a green bin, some exemptions will be required, particularly those with certain medical conditions, home daycares and large families with multiple children in diapers.

If a manual based collection contract is the selected collection option, staff will create a formal bag limit exemption program which will be shared with Council at a later date.

Curbside Garbage Collection – Delhi BIA Second Curbside Garbage Collection

Current Program

The Delhi Business Improvement Area (BIA) currently receives curbside garbage and recycling collection on Thursdays. A second curbside garbage only collection occurs on Mondays in the BIA area under a legacy program from the former Township of Delhi.

Staff Recommendations for Delhi BIA Second Curbside Garbage Collection

Staff are recommending eliminating the second curbside garbage only collection in the Delhi BIA on Mondays. The removal of the second curbside garbage collection would align service levels with all other wards in Norfolk County. In addition, as more emphasis is being placed on diversion efforts, the second curbside garbage-only collection in the Delhi BIA is unnecessary.

Financial Impact: staff would attribute an allocation of approximately \$10,600 to the second pick-up within the Delhi BIA under the status quo scenario. The staff recommended option represents a service level decrease, so it should generate an opportunity for savings. By the time the new curbside collection contract is in place, staff expect the annual cost savings from eliminating this second collection to be \$10,600, or less than 0.1% of the net levy requirement.

Curbside Garbage Collection – Turkey Point Second Curbside Garbage Collection

Current Program

Residents of Turkey Point currently receive curbside garbage and recycling collection on Mondays and a second curbside garbage only collection on Fridays from the second Friday in June to the second Friday in September. This was a legacy program under the former Township of Delhi. Residents pay an extra charge on their tax bills annually for the second curbside garbage only collection. In 2023, 25 MT was collected on the Friday collection, which equates to approximately 3 MT per week.

Staff Recommendations for Turkey Point Second Curbside Garbage Collection

Staff are recommending eliminating the second curbside garbage only collection in Turkey Point. Although this program is a cost recovery program by the residents, this program is unique to Turkey Point and does not align with service levels offered to all residents of Norfolk County. The small amount of tonnage being collected as part of the second collection weekly is not cost effective when factoring in fuel and staff time. The removal of the second curbside garbage only collection also aligns with the emphasis of diversion efforts and waste reduction.

Financial Impact: staff would attribute an allocation of approximately \$8,200 to the second pick-up within Turkey Point under the status quo scenario. The staff recommended option represents a service level decrease, so it should generate an opportunity for savings. The costs attributed to this second collection is billed directly to Turkey Point residents rather than subsidized by the levy, so the staff recommended options would not affect the net levy requirement, however, by the time the new curbside collection contract is in place, staff expect the annual savings to the average Turkey Point household to be \$11.25.

Bulky Item Collection

Current Program

Residents can book an appointment through ServiceNorfolk to remove bulky items placed at the curbside from their residence. The program operates on a user pay system, where residents currently pay \$40 per appointment for up to 2 cubic metres (approximately the size of the bed of a pick-up truck) of material for disposal, as approved in User Fee By-law 2023-82. Bulky Item Collection appointments are typically scheduled for the last week of each month throughout the year. With the user pay model, those who use the service are paying close to full cost and it also provides a service to those residents that are unable to transport their bulky items to a transfer station for disposal. However, to travel across the County for minimal tonnage is costly in fuel and staff time. Norfolk County anticipates an increase in the cost per tonne with the new curbside collection contract. In 2023, approximately 400 appointments were booked, collecting 50 MT of bulky items.

Prior to the appointment-based system, Norfolk County offered a furniture and appliance program that occurred once every two years and allowed residents to set out up to 2 cubic metres of material on their designated collection week. This program ended in 2021 as a cost savings measure. The last collection occurred in 2020 and cost approximately \$400,000. It is estimated that if the furniture and appliance program were offered in a future collection contract, costs could be up to \$700,000, or a 0.5% increase to the net levy requirement.

Community Engagement Feedback

According to the engagement surveys, residents preferred the former furniture and appliance program, where residents received collection once every two years on a designated week. The second highest ranked option was a subsidized appointment-based system where residents pay a lower fee per appointment and the remaining amount is subsidized by the levy. The least favoured option was a full user pay system where residents would pay the full cost for the service.

Municipal Examples

The management of bulky items varies widely among municipalities. Some municipalities allow residents to submit an online request and have the items picked up on their regular collection day. There are varying frequencies how often residents can use this free of charge service and the number of items allowed for collection. Another neighbouring municipality charges \$25 per pick up during regular curbside collection and limit pickup to twice per year per residential property. In addition, they have a 5-item limit.

Staff Recommendation for Bulky Item Collection

Staff are recommending a partial pay appointment-based system where the user fee is priced with a 50% subsidization rate. Once the contract is awarded, staff can provide an update to Council on a proposed subsidized user fee for bulky item collection. While the former furniture and appliance program was highly favoured by residents, the program was expensive and difficult to administer by the contractor to obtain staffing and collection vehicles for a short time period. The partial user pay recommendation provides residents with an option to properly dispose of their bulky items if they are unable to access a transfer station, and allows for disposal more often than bi-annually

Financial Impact: the Final 2024 Levy Supported Operating Budget includes a negligible allocation of \$2,100 related to the Bulky Item program. The staff recommended option is not a service level change, but it would require increased budget to accommodate due to the change in subsidization, so the time the new curbside collection contract is in place, staff expect the annual costs to deliver the bulky item program could grow to \$35,000, or an increase of less than 0.1% of the net levy requirement. If that cost was achieved, staff would expect that the user fee could be offered at a marginally lower price than today, at \$39.00, to maintain the 50% subsidization rate. However, this is an example, with the user fee pricing to be calculated upon tender result using the subsidization rate chosen by Council, with supporting documentation provided when it would take effect (with the 2026 User Fees and Service Charges By-Law).

Condominium Waste Collection

Current Program

Condominium corporations can receive curbside collection through an application process. In 2017, Norfolk County Council approved report PW 17-09 which provided several options for handling waste collection for condominium corporations. The options agreed upon were the collection of waste at condominium corporations through an application process where the condominium corporation must meet certain criteria to be eligible for collection either by internal curbside collection at individual stops on private lands or by bringing it to the municipal street. Currently, Norfolk County is collecting waste from 24 out of 45 condominium corporations. 12 condominium corporations have applied through the application process and 12 condominium corporations are collected under legacy arrangements from the former townships that were consolidated to form Norfolk County.

Municipal Examples

Norfolk County canvassed other municipalities to understand how they serviced condominium complexes. 20 municipalities collect waste from condominium complexes if the condominium complex meets the municipal design criteria which aims to reduce collection challenges such as turning radii and reversing. Many municipalities have an application process and provide the criteria for waste collection services to developers at the design phase. Should the development not conform to municipal standards, the developer is required to arrange private waste collection services. Collection requirements also include that collection must be curbside in front of individual residences, not from common collection points and that trucks are required to move in a continuous forward motion through the complex and cannot reverse. Of the 20 municipalities canvassed, the majority (17), do not provide reimbursement to residents in condominium complexes that do not receive public waste collection services.

Staff Recommendations for Condominium Waste Collection

Staff are recommending that Norfolk County continue servicing condominium complexes that meet the Technical Guidelines from 2017. In addition, it is recommended that the Technical Guidelines be amended to update language and guidelines through lessons learned from other municipalities offering condominium collection.

Financial Impact: staff attribute an allocation of approximately \$106,700 to condominiums from the curbside collection amount included in the Final 2024 Levy Supported Operating Budget. While no service level change is proposed, due to inflation seen since the last time the long-term contract was entered into and changes to the industry, staff expect the cost to deliver this collection to condominiums may increase. By the time the new curbside collection contract is in place, staff expect the

annual costs to deliver collection to condominiums could grow to \$300,000, or an increase of 0.2% to the net levy requirement.

Public Space Garbage Containers

Current Program

Norfolk County handles public space garbage container collection differently for each Business Improvement Area (BIA)/downtown area. Many of these arrangements were pre-existing from the former townships. Arrangements include:

- Simcoe BIA – private arrangements for public space containers
- Delhi BIA – twice per week collection of public space containers
- Port Dover – twice per week collection of public space containers. Roads staff also collect public space containers daily or even more frequently during peak season on days public space containers are not collected by the waste collection contractor
- Waterford – weekly public space containers
- Port Rowan – weekly public space containers from Victoria Day to Thanksgiving

Staff Recommendation

Staff are recommending that public space garbage containers be collected twice a week for Delhi, Port Dover, Port Rowan, Simcoe and Waterford. This would align services equally to all BIA/downtown areas.

Financial Impact: staff attribute an allocation of approximately \$79,800 to public space containers from the curbside collection amount included in the Final 2024 Levy Supported Operating Budget. The staff recommended option represents an overall service level adjustment. By the time the new curbside collection contract is in place, staff expect the annual costs to deliver the public space container program could be up to \$200,000, or an increase of 0.1% to the net levy requirement. This is comparable to the costs expected under the status quo scenario.

Financial Services Comments:

At the March 19th, 2024, Council-in-Committee meeting, staff presented Report EIS-24-028 Curbside Waste Collection Options. Multiple service level options were presented for each program, and accompanied with estimates to form reasonable ranges that staff might expect prospective bidders to submit within. Attachment 2 of that report includes more detailed financial information for reference.

The estimated financial impacts associated with each staff recommended options have been integrated into the body of this report, and compared with the status quo scenario, if applicable. Once again, it should be noted that the amounts / ranges quoted in this

report and its attachments are strictly estimates; when the RFP is eventually published, the results of any bids can and will differ.

On an overall basis, the Approved 2024 Levy Supported Operating Budget includes a net levy requirement of \$2,144,800 for the existing curbside collection contract. In total, the net levy requirement for that collection component, plus transfer and haulage, disposal, and any other agreements is \$4,669,900 for the waste management services discussed in this report, including:

- Garbage
 - incl. collection at condominium corporations
 - incl. public space garbage containers
 - incl. second weekly pick-up in Turkey
 - incl. second weekly pick-up in Delhi BIA
- Home Composting / Consideration of Separated Source Organics
- Leaf and Yard Waste
- Bulky Items

If the staff recommended options are approved, by the time the new curbside collection contract is in place, staff expect the annual costs to deliver these services could grow to \$10,735,000, or an increase of 4.7% to the net levy requirement. This compares to an increase of 1.7% expected under the status quo scenario solely due to inflation and changes in the industry since the last long-term curbside contract was entered into.

Interdepartmental Implications:

Purchasing Services

Purchasing staff have reviewed the report and will work together with Environmental and Infrastructure Services staff to develop and issue a competitive bidding opportunity to the marketplace in accordance with Section 4.5 of CS-02 Purchasing Policy.

Consultation(s):

N/A

Strategic Plan Linkage:

This report aligns with the 2022-2026 Council Strategic Priority Sustaining Norfolk - Creating a sustainable community and a positive legacy.

Explanation: Waste collection provides service to all single-family dwellings on a weekly basis. Residents rely on the services provided by waste management to remove and divert their waste. The recommendations on the upcoming waste collection contract consider residential feedback, legislated requirements, trends and future challenges in

the waste industry while ensuring that the residents of Norfolk County received waste services that provide opportunities to divert waste from landfill.

Conclusion:

Staff have analyzed financial data, received residential input, and reviewed relevant legislation and provincial trends in waste management to formalize the final recommendations for the new curbside waste collection contract. The final recommendations contained within this report will position Norfolk County to ensure the municipality focuses on diverting waste from landfill and preserving diminishing landfill capacity while ensuring a consistent level of service to the residents of Norfolk County.

Attachment(s):

- Attachment 1: Municipal Curbside Waste Program Comparison
- Attachment 2: Waste Audit Results
- Attachment 3: FoodCycler Results

Approval:

Approved By:
Al Meneses, CAO

Reviewed By:
Andrew Grice, General Manager, Environmental and Infrastructure Services
Stephanie Davis, Director, Environmental Services

Prepared By:
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