



The Corporation of the City of Guelph

Solid Waste Management Master Plan

Final IC&I Collection Service Standards

September 2021

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Executive Summary

The City of Guelph is reviewing and updating its Solid Waste Management Master Plan (SWMMP). The updated plan will guide the City in its waste management goals and objectives for the next 25 years through the completion of multiple tasks. Task 6 of the SWMMP compared the levels of waste collection service standards for industrial, commercial and institutional (IC&I) establishments in other comparable municipalities, considering service levels, cost of service, criteria used to determine eligibility, and how the programs are funded (e.g., user pay).

Overview

The City of Guelph currently offers garbage, recycling and organics collection services to some small commercial businesses, places of worship, non-profit organizations and daycares if they generate small quantities and are located on a residential route. The City also provides services to some businesses located in strip malls or will collect green and blue cart waste from industrial establishment offices and cafeterias that have been historically serviced. The SWMMP looked at establishing eligibility criteria for the City's non-residential customers.

In general, the provision of municipal waste services IC&I establishments has not been considered a responsibility of Ontario municipalities. As a result, municipalities in Ontario and Canada have adopted a "hands off" waste management approach as they consider IC&I waste to be adequately managed by private sector waste service providers.

While the City of Guelph provides collection service to some IC&I establishments that have historically received service, the absence of criteria has resulted in an approach that can be questioned in terms of transparency and fairness.

Future changes to provincial regulations and policies will require the IC&I sector to engage and achieve more aggressive waste diversion activities. It is not anticipated that municipalities will be under any obligation to provide waste services to IC&I establishments. Given this direction it is timely and necessary for the City of Guelph to develop eligibility criteria related to servicing IC&I customers, and potential funding models.

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As part of the SWMMP Update a comprehensive questionnaire was developed with specific questions targeting the IC&I sectors. Questions centred on garbage and waste diversion services and funding of the service. In addition, a review of alternative waste management funding (e.g., Pay-As-You-Throw) options used by Canadian municipalities was completed.

Feedback from Engagement Activities

Options for the IC&I sector were engaged on through the PAC, TAC, Survey #2 and an Issues Workshop. Overall, participants were supportive of the options for servicing IC&I establishments. Some concerns were heard over the City being in the commercial waste business.

What we heard:

- The industrial, commercial, and institutional sectors should be responsible for paying for the waste they produce
- Bringing industrial, commercial, and institutional sectors into the City system will help with diversion
- Brings more people into the City's solid waste system which will bring broader understanding of user needs and behaviours
- The City should anticipate that some institutions may not have full control over storing and how individuals sort their waste at the facility
- Important to bring small businesses into the City's service

Recommendations

Based on the information presented above, the following recommendations are put forward as part of the SWMMP Update relating to the provision of collection services to the IC&I sector.

Small mixed use buildings:

- Limit three stream collection services to small mixed use buildings (commercial with a residential component) provided they are:
 - Located on a residential collection route;
 - Generate waste that fits into residential set out limits (80L green, 240L and 360L for blue and grey cart volumes); and
 - Complies with the waste by-law to participate in all waste streams.

One of the first steps will be to inform non-eligible customers that they will no longer receive service.

Institutional facilities:

- Limit three stream collection services to some institutional facilities (e.g., places of worship, daycares, community centres) if they:
 - Are located on a residential collection route;
 - Generate waste that fits into residential set out limits; and
 - Complies with the waste by-law to participate in all waste streams.
- The City will conduct a review of whether or not non-eligible establishments, as defined in the Blue Box Regulation, will continue to be serviced after the Blue Box transition in 2025.

Schools:

- Introduce organics collection services to schools not currently receiving City service.
- Continue to provide Blue Box recycling services to schools that have been historically serviced, until transition to full extended producer responsibility in 2026 at which time all schools will fall under the Blue Box Regulation as an eligible source.

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1.0 Introduction

In the past, the provision of municipal waste services to industrial, commercial and institutional (IC&I) establishments has not been considered a municipal responsibility. In general, municipalities in Ontario and Canada have adopted a “hands off” waste management approach as they consider IC&I waste to be adequately managed by private sector waste service providers.

Ontario’s 3Rs Regulations (Ontario Regulations 102/94, 103/94) governs waste diversion (recycling) in the IC&I sector. Municipalities are under no obligation to service this sector. These regulations have targeted very large IC&I establishments and have failed to address small and medium establishments. The Ministry of Environment, Conservation and Parks (MECP) has identified the need to develop new regulations that will require the IC&I sector to engage in more aggressive waste diversion activities that will be the responsibility of the IC&I sector to achieve. In the future, it is not anticipated that municipalities will be under any obligation to provide waste and diversion services to IC&I establishments. Furthermore, municipalities that decide to provide Blue Box recycling services to IC&I establishments cannot expect to receive any compensation or potential service from Producers of paper products and packaging (PPP). Given this direction, it is timely and necessary for the City of Guelph to resolve its future involvement in providing IC&I waste and diversion collection services, and the need to consider potential funding models (Task 7 of the SWMMP).

While the City of Guelph provides waste services to small commercial and institutional establishments located in the downtown area, defining a prescribed level of service in the Solid Waste By-law for other IC&I establishments requesting municipal waste collection service outside the downtown area was deferred for study as part of the Solid Waste Management Master Plan. This approach gives the City an opportunity to explore what IC&I waste services are provided by other comparable Ontario municipalities and consider what, if any, conditions of eligibility it could establish for provision of waste services to other IC&I establishments. This will ensure transparency and fairness of service provided going forward.

2 | Introduction

This report is one task within the City's Solid Waste Management Master Plan (SWMMP) and deals specifically with provision of waste services to the IC&I sector outside of Guelph's downtown area. A separate report is being undertaken on the City's servicing of the downtown through the SWMMP titled, Downtown Service Review (Task 8).

2.0 Current State of IC&I Collection Services Provided by the City of Guelph

While the City of Guelph currently offers six day per week garbage, recycling and organics collection services to businesses located in its downtown core, the City does not officially provide collection services to IC&I establishments located outside the downtown collection area with some historical service discrepancies. The City does not have formal criteria in place to govern which IC&I establishments should receive City waste services other than a requirement for ICI establishments to ensure a Private Waste Collection Service is employed or enter into a Waste Collection Service Agreement.

Under the **City's Solid Waste By-law** – the City has the authority to provide waste collection services from any IC&I establishment. The City's Solid Waste By-law (By-law) states that,

10. Every Waste Generator on, and Property Owner of, an IC&I Property shall ensure that a Private Waste Collection Service is employed in respect of collecting waste generated on that property, unless such Waste Generator or Property Owner has entered into a City Waste Collection Service Agreement in respect of the property¹.

The decision whether to provide waste services to an IC&I establishment rests with the Divisional Manager of Solid Waste Resources of the City.

In addition, the Waste Resource Innovation Centre's (WRIC) Environmental Compliance Approval (ECA) only allows collection of domestic waste from commercial sources.

¹ By-law Number (2019)-20392: A By-law to provide for the management of waste within the City of Guelph, and to repeal By-law Numbers (2011)-19199 and (2012)-19498.

4 | Current State of IC&I Collection Services Provided by the City of Guelph

Table 2.1 summarizes the level of waste collection service currently provided to IC&I establishments in the City of Guelph.

Table 2.1: City of Guelph IC&I Waste Services

IC&I Areas	Garbage	Recycling	Green Cart
Commercial and Industrial	Some small quantities	Some small quantities	Some small quantities
Places of Worship	Some small quantities	Some small quantities	Some small quantities
Schools	Private only	Private only	Private only
Non Profits	Some small quantities	Some small quantities	Some small quantities
Daycares	Some small quantities	Some small quantities	Some small quantities

Currently, some small commercial businesses, places of worship, non-profits and daycares receive residential service if they generate small quantities of garbage, recyclables and organics and are located on a residential route (typically they meet the residential set out of one cart for each waste stream).

In addition, the City does provide service to some businesses located in strip malls or will collect green and blue cart waste from industrial establishment offices and cafeterias if located on a residential route, that have been historically serviced. The City currently has a moratorium (pending completion of this review and the SWMMP) on accepting any additional IC&I service requests.

While the City does not provide waste services to publicly funded schools (English, French and Catholic) school boards, it does provide service to alternative schools (e.g. private).

Currently, the public school boards that service the City of Guelph and surrounding areas have established a consortium to provide waste services to all public schools within the school boards. The tenders require that waste management service providers offer garbage, recycling and organics collection services within the school board; however, some municipalities within the school boards provide recycling and/or organic collection services

5 | Current State of IC&I Collection Services Provided by the City of Guelph

to the schools located within their boundary. For example, within the Upper Grand District School Board, Dufferin and Wellington Counties provide Blue Box recycling services to the public schools and Dufferin County provides organics services as well. Within the City of Guelph, it appears that schools or board zones can choose what services they desire, with many public schools opting out of organics collection and some opting out of Blue Box recycling.²

The City provides service to its municipal facilities, which is outside the scope of this report.

² Collection and Disposal of Waste, Recycling and Organic Material from Upper Grand District School Board Sites as Required. Request for Proposal Number TF-0321. April 14th, 2021. Upper Grand District School Board

3.0 Challenges and Needs for IC&I Collection in the City of Guelph

3.1 Challenges in the Current IC&I Collection Services Approach

The City's Solid Waste Resources department receives calls requesting City waste collection services to commercial and institutional establishments. Some have requested the front-end waste collection services being provided by the City to multi-residential buildings. Establishments outside the downtown area, which do not receive the same level of service as their downtown counterparts, will occasionally argue that this is an equity and fairness issue.

Residents also argue there is an equity and fairness issue with residential property taxes being used to offset the cost and increase the profit of businesses. Solid Waste Resources department has limited tax funding resources to provide service and municipal obligations are to service the residential sector.

3.2 Needs and Outcome of the IC&I Collection Services Standards Review

The City needs to determine what role, if any, it should play in the provision of waste collection services to the IC&I sector. This can include considering the type of IC&I waste generators that might be eligible to receive waste services, the appropriate level of service, and what conditions apply.

Solid Waste Resources staff wish to establish strong and transparent policies and supporting By-law amendments on providing waste services to IC&I establishments outside the downtown area in order to address the equity issues discussed above. To meet this goal, the City needs to establish eligibility criteria and determine how that service should be funded.

7 | Challenges and Needs for IC&I Collection in the City of Guelph

To further explore the eligibility criteria, research was conducted on how other municipalities are providing these services, including:

- What level of service is provided to IC&I establishments, in general;
- What standards are applied in providing municipal collection services;
- What criteria are used to determine eligibility for IC&I establishments to access municipal curbside collection services;
- What conditions and procedures are required by IC&I establishments to receive curbside collection services; and
- How the services are financed (e.g., user pay, flat fees, taxes).

At the same time, the City is under pressure to keep taxes low and must continue to be fiscally responsible to the City taxpayers to ensure it has the appropriate infrastructure and operating funding to provide the approved service levels. Any proposed changes to the IC&I collection services must not add to the financial burden of its taxpayers. Fairness, transparency and equity needs to be balanced with fiscal prudence.

4.0 Research Methodology

There were two main research areas of focus: 1) obtaining information directly from representative Ontario municipalities through a questionnaire and 2) researching funding approaches from similar Canadian municipalities. Both areas of focus are described below.

4.1 Comparative Municipal Questionnaire

To provide valuable insight into how other comparable Ontario municipalities service their downtown businesses and IC&I establishments, the Dillon team developed a comprehensive questionnaire with specific questions targeting the IC&I sectors featuring questions about garbage and waste diversion services and funding of the service (as referred to in **Section 3.2**).

4.1.1 Municipalities Selected for Research and Rationale

Five Ontario municipalities, with characteristics similar to the City of Guelph, were selected for the questionnaire. The list of the five comparable municipalities was derived from the City Council's list of 30 approved comparator municipalities. The Dillon team then used the following criteria to select the five comparator municipalities:

- Must be an urban municipality; and,
- Must provide some level of municipal waste and recycling collection services to IC&I establishments outside the downtown core or BIA

Using these criteria, five municipalities were selected – City of Hamilton, City of Ottawa, City of Kingston, Halton Region and the Region of Waterloo. As the purpose of this research is to identify areas for improvements and/or changes to the City's IC&I waste collection services, the information presented on the participating municipalities' services has been discussed anonymously.

The service(s) offered by the municipalities to the commercial and/or institutional sectors are shown in **Table 4.1**.

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Table 4.1: Services Offered to Commercial and Institutional Sectors

Municipality	Commercial Collection	Institutional Collection
Municipality A	Yes ✓	Yes ✓
Municipality B	No ✖	Yes ✓
Municipality C	Yes ✓	Yes ✓
Municipality D	Yes ✓	Yes ✓
Municipality E	Yes ✓	Yes ✓

4.1.2 Questionnaire Development

The drafting of the IC&I waste services questionnaire went through several iterations in consultation with Guelph staff. Prior to being contacted by a member of the Dillon Team, a letter and copy of the questionnaire was emailed to key staff in each of the five municipalities notifying them of the project. Sample copies of the letter and the questionnaire are provided in **Appendix A** and **Appendix B**, respectively.

Over the course of two weeks in late February 2020, members of the Dillon team called staff in each of the selected municipalities and worked with them to complete the entire questionnaire during a telephone interview. On average, each questionnaire required an hour to complete with staff, who were very helpful and willing to dedicate their time to the process.

The findings from the questionnaire are discussed below and the detailed results are provided in **Appendix C**.

4.1.3 Unforeseen Challenges and Solutions

There were no unforeseen challenges that were encountered in completing the questionnaires.

4.2 Pay-As-You-Throw (PAYT) Research

As part of the study, the Dillon team conducted a review of alternative funding (e.g., PAYT) options used by Canadian municipalities to fund waste management services provided to the IC&I sector receiving municipal collection services. The information is used to augment the information collected from the comparative municipal questionnaire.

5.0 Overview of IC&I Collection Services in Selected Municipalities

The following section provides a summary of the findings gathered through the questionnaire from participating municipalities. The information is broken down into the three separate customer types (commercial, institutional and industrial) with trends noted at the end of this section.

5.1 Commercial Collection Services

A summary of waste collection services provided to commercial businesses outside of the downtown core or business improvement areas (BIA) is provided in **Table 5.1**. The collection frequency and bag limits for each collection service (i.e., garbage, recycling, organics) are stated, where provided. Following **Table 5.1** is more detailed observations and descriptions of the collection services provided to commercial establishments.

Table 5.1: Commercial Waste Collection Services outside the Downtown Core

Jurisdiction	Collection Service Garbage	Collection Service Recycling	Collection Service Green Cart	Same Level of Service as Residential
Municipality A	Yes - weekly Limit - 6 bags	Yes - same schedule as garbage	Yes - same schedule as garbage	No
Municipality B	Service not provided	Service not provided	Service not provided	Service not provided
Municipality C	Yes - bi-weekly through Yellow Bag Program Limit: 16 yellow bags or bulky waste - \$3.90/bag	Yes - bi-weekly Limit - 15 blue boxes	Yes - weekly Limit - 3 green bins	No

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Jurisdiction	Collection Service Garbage	Collection Service Recycling	Collection Service Green Cart	Same Level of Service as Residential
Municipality D	Yes - weekly Limit: 2 x 360 litre cart	Yes - weekly	Service not provided	No
Municipality E	Yes – bi-weekly Limit: 4 bags/cans then need to buy tag at \$2/tag	Yes - weekly	Yes - weekly	Yes

The level of collection services provided by the five comparative municipalities to the commercial businesses outside the downtown core or BIA is summarized as follows:

- One of the municipalities has chosen not to provide garbage, blue box recycling or green bin organic service to any of its commercial establishments located outside its BIA areas. Although not officially permitted, staff will allow convenience stores with residential units above and located on a residential collection route to purchase bag tags and set out bags of garbage along with the residential set out. The reason given for not providing commercial collection service is that the municipality has not invested in the necessary infrastructure required to service the commercial sector and its Council is more focused on providing waste services to the single family and multi-residential sectors.
- The remaining four municipalities provide garbage and blue box collection services to commercial businesses located outside the downtown core or BIAs.
- Three municipalities also provide green bin service.
- Only one of the municipalities provides the same level of garbage, blue box and green bin service for commercial businesses as for single family residences located on a residential route. Three municipalities offer different levels of service for the commercial businesses compared with residential service, which exceeds the garbage set out requirements for the single family residential sector.

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- Only one municipality has implemented a full PAYT program that requires commercial businesses to purchase specially marked yellow bags for their garbage. Another municipality allows businesses to purchase bag tags if they exceed the bi-weekly four bag garbage set out limit.
- Those municipalities with garbage service set parameters for garbage set out ranging from two cans or bags per week up to eight cans or bags per week.

5.2 Institutional Collection Services

A summary of municipal waste collection services provided to institutional establishments (broken down by type including places of worship, schools, non-profit entities, daycares, other) is provided in **Table 5.2**. Note that within the table, G refers to 'garbage', BB refers to 'blue box' and GB refers to 'green bin' collection programs. Following **Table 5.2** is more detailed observations and descriptions of the collection services provided to institutional establishments.

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Table 5.2: Municipal Waste Collection Services Provided to Institutional Establishments

Jurisdiction	Collection Service Places of Worship	Schools	Non-Profits	Daycares	Other	Other
Municipality A	G – 1 bag/wk + given up to a max of 26 tags for the year BB – yes GB – yes	Some public & private schools G – no BB – yes GB – yes	Not provided	G – 6 bag/wk BB – yes GB – yes	Residential care facility G – 6 bag/wk BB – yes GB – yes	Not provided
Municipality B	G – 1 bag/wk then tag (no set out limit) (\$2/tag) BB – yes GB – yes	Offer green bin to all public & private schools G – no BB – no GB – yes	Not provided	Not provided	Homeless Shelters G-1.5 bag per bed /wk then tags (no set out limit) BB – yes GB- yes	Not provided

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Jurisdiction	Collection Service Places of Worship	Schools	Non-Profits	Daycares	Other	Other
Municipality C	G – 6 bags or bulky bi-wkly BB – yes GB – yes	Offer green bin to all public & private schools G – no BB – no GB – yes	Must subscribe to yellow bag program	Must subscribe to yellow bag program	Not provided	Not provided
Municipality D	G – 2x 360 litre cart/wk BB – yes GB – yes	Public schools and some private G – yes BB – yes GB – yes	Not provided	G – 2x 360 litre cart/wk BB – yes GB – yes	Group Homes G – 2x 360 litre cart/wk BB – yes GB – yes	Senior & community centres G – 2x 360 litre cart/wk BB – yes GB – yes
Municipality E	G – 4 bag/bi-wkly then tag (no set out limit) BB – yes GB – yes	Public and Private G – no BB – yes GB – yes	Not provided	Not provided	Not provided	Not provided

15 | Overview of IC&I Collection Services in Selected Municipalities

The level of collection services provided by the five selected municipalities to different institutional groups are summarized as follows:

Places of Worship:

- All five municipalities provide garbage, recycling and green bin services to places of worship.
- Two municipalities have a partial PAYT program which requires places of worship to purchase bag tags once they have exceeded the bag limit garbage set out. There is no limit on the number of tagged bags that can be set out for collection
- One of the municipalities permits one bag per week and mails an additional 12 tags with promotion and education material. Each place of worship can also request 14 more tags once per year for a total of 26 tags (free of charge). These tags can be used at any time throughout the year with no additional tags issued after the 26 tag limit is reached.

Schools:

- All five municipalities provide services to schools (both elementary and secondary schools as well as public and private schools), to some extent.
- One municipality provides collection of all three streams to publicly funded schools (English, French and Catholic) and provide blue box and green bin collection to a few private schools.
- The other four municipalities do not provide garbage collection service to schools but they do provide green bin service.
- Two municipalities offer blue box collection services to schools.
- The service arrangements tend to be very convoluted with some municipalities requiring schools to have agreements with the school boards and/or requiring individual schools to apply for the service. Some municipalities charge or used to charge for some services and other municipalities offer all services free of charge.
- In one case, the municipality must have an agreement with the school board who in turn must have an agreement with the schools in order for the municipality to service the schools. As a result, the municipality does not provide blue box or green bin service to all schools but only to some elementary and secondary schools in separate and public school boards.

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- One municipality does not collect garbage or recycling but provides green bin service to any school that wants it, including all school boards and private and French schools. To date, about 14 schools have opted in for the green bin program, representing fewer than 20% of schools but more are slowly coming on the program. In the past, the municipality charged for the service which is the reason for the low up take, but as of 2019, the municipality started offering the service free of charge and have started to see an uptake in the number of schools signing on for the program.
- One of the municipalities offers green bin service to all public and private schools, permitting up to 20 green bin containers to be set out for collection. To date, 240 schools are on the green bin program.
- Another municipality provides recycling and green bin service to any private or public school but they must apply for the service.
- Another municipality provides front-end garbage bin service to schools and charges back based on the volume of garbage collected.

Non-Profits:

- Only one of the municipalities provides garbage, blue box and green bin services to non-profit organizations, which must subscribe to the Yellow Bag program.

Daycares:

- Three of the municipalities provide garbage, blue box and green bin services to daycare facilities.
- Another municipality requires daycare facilities to subscribe to the Yellow Bag program.
- Two municipalities provide the same level of service to daycares as the commercial businesses located outside the downtown core or BIA.

Other Institutional Establishments:

- One of the municipalities services residential care facilities, providing the same level of service as the commercial businesses located outside the downtown core or BIA.

17 | Overview of IC&I Collection Services in Selected Municipalities

- One municipality permits homeless shelters to place 1.5 bags per bed per week (if a shelter has 10 beds then it can set out 15 bags of garbage per week) and then requires the shelters to purchase bag tags for any additional bags of garbage set out at the curb (no set out limit). Shelters are provided free access to blue box and green bin services.
- Another municipality services group homes, senior centres and community centres, providing the same level of service as the commercial businesses located outside the downtown core or BIA. Providing waste services to long term care facilities is a grey area – if the facility is regionally owned then it receives municipal waste services but if the facility is privately owned then it is not likely to receive municipal waste services. The municipality is working to develop eligibility criteria for servicing long term care facilities.

5.3 Industrial Collection Services

Industrial sources are governed by Ontario's 3Rs Regulations (Ontario Regulations 102/94, 103/94) for waste diversion (recycling). Municipalities are under no obligation to service this sector. Industrial sources are not considered to be an eligible source of collection under the Blue Box Regulation and the Ministry of Environment, Conservation and Parks (MECP) has identified the need to develop new regulations and industry responsibility for this sector to engage in more aggressive waste diversion activities.

None of the municipalities surveyed provide waste services to industrial properties; therefore, this sector will no longer be discussed in the remaining sections of the report. The surveyed municipalities stated either that industrial establishments were non-eligible as they were not located on a residential route or that they have never serviced industrial establishments.

5.4 Trends in IC&I Collection Services Provided

Most of the municipalities surveyed provide some level of waste collection services to commercial businesses outside of BIAs and to institutional establishments. Four municipalities provide municipal garbage and blue box services to small commercial establishments with all but one municipality providing green bin service. Those municipalities providing garbage service set parameters for the amount of garbage set out, ranging from two cans or bags per week up to eight can or bags per week.

Among the three municipalities that require bag/tags to be affixed to bags of garbage exceeding the set out limit, only one places a quasi-limit on the number of set outs with places of worship receiving up to 26 additional tags (free of charge) that can be used at any time throughout the year with no additional tags issued.

The level of service provided to institutional establishments ranges. All five municipalities provide waste services to places of worship but vary in the provision of waste services to the other institutions, such as daycares, non-profits, community centres, residential homes, etc.

While the five municipalities offer some waste collection services to all public sector and many private schools, the level of waste services provided varies considerably. All five municipalities have made it a priority to offer green bin service to public and private schools, free of charge. Only three municipalities offer blue box collection services to schools. None of the municipalities provide garbage collection service to schools, except for one municipality, which provides front-end garbage bin service and charges back to the school based on the volume collected.

None of the municipalities surveyed provide waste service to industrial properties.

6.0 Eligibility Criteria and Conditions for IC&I Collection Services in Selected Municipalities

The following section provides a summary of the findings gathered through the questionnaire from participating municipalities related to eligibility criteria and conditions for provision of IC&I collection services. The information is broken down into two separate customer types (commercial, institutional) with trends noted at the end of this section.

6.1 Commercial Eligibility Criteria and Conditions for Collection Services

Eligibility criteria and conditions to receive municipal waste collection services for commercial establishments outside the downtown core or BIA is summarized in **Table 6.1**. The criteria is broken into three categories: size, location and procedures. Following **Table 6.1** is more detailed observations and descriptions of the criteria and conditions for commercial customers to receive municipal collection services.

Table 6.1: Commercial Eligibility Criteria and Conditions for Collection Services

Jurisdiction	Size	Location	Procedures
Municipality A	All commercial properties excluding ones with 4+ floors, shopping centres, and strip malls	<ul style="list-style-type: none">• Must be on residential route	<ul style="list-style-type: none">• New commercial businesses need to go through application process Set out between 7 pm and 7 am next day
Municipality B	Service not provided	Service not provided	Service not provided

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Jurisdiction	Size	Location	Procedures
Municipality C	<ul style="list-style-type: none"> Must not generate more than 16 bags of garbage bi-weekly <p>If in a building with tenants then tenants must participate in program and meet 16 bag limit</p>	<ul style="list-style-type: none"> No location requirements but must be accessible <p>If in a strip mall then all businesses must be on the program or mall is not serviced</p>	<ul style="list-style-type: none"> Businesses must register with municipal Yellow Bag Program <p>Set out between 6 pm and 7 am next day</p>
Municipality D	<ul style="list-style-type: none"> Small commercial businesses only (generating max 6 garbage receptacles) Separate collection contract to residential <p>Same collection contract as BIA contract which enables the municipality to collect separate data</p>	<p>Must be on existing commercial collection routes</p>	<ul style="list-style-type: none"> Mandatory source separation of recyclables or no collection Pet waste must be placed in separate bag and not exceed 10% of garbage <p>Set out between 5 pm and 7 am next day</p>

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Jurisdiction	Size	Location	Procedures
Municipality E	Go by property codes to determine service – if property code is business then no service but if have residential unit then can combine with residential	Must be on a residential route	Must have a residential component on the property code to receive collection service

The eligibility criteria and conditions established by the five selected municipalities to service commercial businesses located outside the downtown core or BIA is summarized as follows:

- There is no set or universal standard for determining which commercial businesses receive municipal waste services.
- One municipality provides waste management services (including blue box recycling and garbage collection using wheeled carts) to small commercial businesses on existing commercial collection routes prior to the municipality taking over all waste management operations in 1996. New businesses along the commercial collection route may be added but if a convenience store is located on a residential route, which is not also part of the designated commercial route then it will not receive collection services.
- One municipality has a separate collection contract that services commercial and institutional establishments as well as the BIAs, which enables it to collect data separately from residential data.
- Another municipality requires commercial businesses to apply for and register in order to be part of the Yellow Bag program. To be eligible a business must generate no more than 16 bags of garbage every other week and be accessible by collection vehicles. If a business is located in a building with other tenants (e.g. a strip mall) then all tenants must participate in the Yellow Bag program and together the group of businesses cannot generate more than 16 bags of garbage every two

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weeks. If one tenant refuses, then all tenants must be serviced by a private waste service provider.

- One municipality services all commercial properties if there are fewer than four floors in the building and will not service commercial properties with four or more floors, or shopping centres and strip malls. Service to commercial businesses was grand-parented in after the surrounding municipalities amalgamated and Council decided to continue helping smaller businesses. Service to new commercial establishments is determined as the property goes through the development approvals process.
- Another municipality services small commercial businesses that are on a residential route and associated with a residential unit. The municipality determines eligibility of service using property codes. If the property code is for a business only then it will not receive municipal waste service, but if the property code has a residential component then municipal waste collection service will be provided. The business, however, must comply with the single family residential curbside set out requirements. According to staff, most small commercial businesses have a residential component.
- In 2017, one of the municipalities moved away from providing waste services to larger businesses when it moved to bi-weekly service and four bag garbage set out limit. This impacted a couple of hundred businesses that could not meet the restricted level of service. This approach ensured that only the smaller businesses received municipal waste services.

6.2 Institutional Eligibility Criteria and Conditions for Collection Services

Section 5.2 describes which institutional groups receive municipal waste collection services within each of the five municipalities. In general, their purpose (e.g. place of worship, school, daycare, etc.) determines their eligibility and conditions for service. **Table 6.2** summarizes which institutional groups receive municipal waste services and the type of services they receive (e.g. garbage (G), blue box (BB) and/or green bin (GB)). **Table 6.2** provides more detailed observations and descriptions of the criteria and conditions for institutional customers to receive municipal collection services.

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Table 6.2: Municipal Waste Services Provided to Institutional Groups

Note: G = garbage, BB = blue box, GB = green bin

Jurisdiction	Places of Worship or Churches	Public Schools	Non-Profits	Daycares	Other
Municipality A	G, BB, GB	BB, GB	Not provided	G, BB, GB	Residential Care Facilities G, BB, GB
Municipality B	G, BB, GB	GB	Not provided	No provided	Homeless Shelters G, BB, GB
Municipality C	G, BB, GB	GB	G, BB, GB	G, BB, GB	Not provided
Municipality D	G, BB, GB	G, BB, GB	Not provided	G, BB, GB	Senior & Community Centres G, BB, GB
Municipality E	G, BB, GB	BB, GB	Not provided	Not provided	Not provided

The level of municipal waste service varies by institutional grouping with some groups receiving the same level of service as commercial businesses, located outside the downtown core or BIA, or residential service or an entirely different service. The type of municipal waste collection service for the institutional groups is summarized in Table 6.3.

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Table 6.3: Institutional Eligibility Criteria and Conditions for Collection Services

Jurisdiction	Institutional Service Service Same as Commercial	Service Same as Residential	Service Level Different	Service not Provided
Municipality A	<ul style="list-style-type: none"> Places of Worship 	<ul style="list-style-type: none"> Daycare Residential Care Facility 	<ul style="list-style-type: none"> Schools 	<ul style="list-style-type: none"> Non-profits
Municipality B	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Places of Worship 	<ul style="list-style-type: none"> Schools Shelters for Homeless 	<ul style="list-style-type: none"> Non-profits Daycares
Municipality C	<ul style="list-style-type: none"> Non-profits Daycares 	<ul style="list-style-type: none"> Places of Worship 	<ul style="list-style-type: none"> Schools 	<ul style="list-style-type: none"> None
Municipality D	<ul style="list-style-type: none"> Places of Worship Daycares Group Homes Senior & Community Centres 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Schools 	<ul style="list-style-type: none"> Non-profits
Municipality E	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Places of Worship 	<ul style="list-style-type: none"> Schools 	<ul style="list-style-type: none"> Daycares Non-profits

The type of service provided to the institutional groups is summarized as follows:

- For the most part, the municipalities tend to provide waste services to many institutional groups, except for non-profit organizations.
- Two of the five municipalities provide commercial level waste services to places of worship. In the two instances where places of worship receive residential level services the municipal staff stated that they are often on residential routes and can meet residential set out requirements.

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- As discussed in **Section 5.2**, there are no common rules for providing municipal waste services to schools, which are considered a separate entity from other institutional establishments. The only common level of service provided by the five municipalities to schools is the green bin service.
- All but one municipality have decided that non-profit organizations do not warrant municipal collection services. The one municipality permits non-profit organizations to register with its Yellow Bag program and pay for garbage collection service.

6.3 Trends in Eligibility Criteria and Conditions and Procedures

Except for one of the municipalities, the municipalities contacted provide municipal waste services to small commercial businesses. There is, however, no set standard for determining which commercial businesses will receive the municipal waste services. Each of the four municipalities that provide service establish criteria to determine if a commercial business is eligible to receive municipal waste collection services but these criteria vary considerably from municipality to municipality. While there is no consistency in what makes a business eligible to receive municipal waste services, generally, the business needs to be on an existing residential collection route or designated commercial route and generate fewer than 8 bags of garbage weekly.

One municipality requires interested businesses to register and not exceed 16 bags of garbage every two weeks. Another municipality requires that the commercial business be located on its commercial collection route, while another municipality permits any commercial business to receive municipal waste services if it is in a building with fewer than four floors. One of the municipalities services small commercial businesses that have a residential unit on top and are located on a residential collection route and use property codes to determine if they can participate in waste services.

For the most part, the municipalities tend to provide waste services to different institutional groups, except for non-profit organizations. The type of institution (e.g. place of worship, school, daycare, etc.) determines their eligibility and conditions for service.

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The level of waste service varies by the institutional grouping with some groups receiving the same level of service as commercial businesses, located outside the downtown core or BIA, or residential service or an entirely different service. The commercial service level is the dominant level of service for most institutional groups, other than schools.

7.0 Additional Municipal Research

Additional research was carried out to understand, at a high level, whether service is provided by other municipalities to the commercial and institutional sectors (beyond their downtown area or BIA) and if so, how it is funded and delivered. The following urban municipalities from the list of City Council's approved comparator municipalities were contacted to complete a brief survey:

- City of Barrie
- City of London
- City of Oshawa
- City of Whitby
- City of Windsor
- City of Richmond Hill
- City of Thunder Bay
- City of Vaughan
- City of Brantford
- City of Mississauga (Peel Region)
- City of Brampton (Peel Region)
- City of St. Catharines (Niagara Region)
- City of Niagara Falls (Niagara Region)

Note: Area municipalities that receive Regional Service are shown as a single municipality, for example: Peel Region and Niagara Region

Each municipality was contacted and staff were asked to complete a five minute survey. All 11 municipalities responded to the survey and a summary of the results is provided in the sub-sections below. Similar to the previous research conducted, the results for this additional research is presented anonymously. The detailed survey results are provided in **Appendix D**.

7.1 Commercial Collection Services

Table 7.1 provides a summary of the findings of the additional research conducted on services offered to the commercial sector. Following the table is a discussion on the findings.

Table 7.1: Commercial Sector Services Provided Outside of the Downtown Core

Municipality No.	Small Commercial Businesses
Municipality 1	Yes
Municipality 2	Yes
Municipality 3	Limited – grand-parented only
Municipality 4	Yes
Municipality 5	Yes
Municipality 6	Yes
Municipality 7	Yes
Municipality 8	Mixed use -Businesses with residential
Municipality 9	No
Municipality 10	No
Municipality 11	No

- Out of the 11 municipalities, seven municipalities provide waste services to small commercial businesses.
- Two municipalities provide collection services to a limited number of commercial businesses with one municipality only providing waste services to “grand-parented” businesses and one municipality that only service businesses in mixed-use buildings with a residential component.
- Three of the municipalities do not provide waste services to small commercial businesses outside of the BIA.

7.2 Institutional Collection Services

Table 7.2 provides a summary of the findings of the additional research conducted on services offered to the institutional sector. Following the table is a discussion on the findings.

Table 7.2: Institutional Sector Services Provided Outside of the Downtown Core

Municipality No.	Places of Worship	Daycares	Non-Profit Organizations	Schools
Municipality 1	Yes	Yes	Yes	No
Municipality 2	Yes	Yes	Yes	Yes
Municipality 3	Limited – grand-parented only*	Limited – grand-parented only*	Limited – grand-parented only*	No
Municipality 4	Limited – grand-parented only*	Yes	Limited – case-by- case	No
Municipality 5	Yes	Yes	Yes	Yes
Municipality 6	Yes	Yes	Yes	Yes
Municipality 7	Yes	Yes	Yes	Yes
Municipality 8	Yes	Yes	Yes	Yes
Municipality 9	Yes	Yes	No	Yes
Municipality 10	Yes	No	No	No
Municipality 11	No	No	No	No

Places of Worship:

- Majority of municipalities (10 of 11) surveyed provide waste services to places of worship (which includes two Regions with two of the targeted municipalities in each).
- Two municipalities provide limited service to grand-parented in locations.
- One municipality does not provide waste services to any places of worship.

30 | Additional Municipal Research

Daycares:

- Majority (8) of municipalities surveyed provide waste services to places of worship (which includes two Regions with two of the targeted municipalities in each).
- One municipality provides limited service to grand-parented in locations.
- Two municipalities do not provide waste services to any places of worship.

Non-Profit Organizations:

- Six municipalities provide waste services to small commercial businesses (which includes one Region with two of the targeted municipalities).
- Two municipalities provide limited services with the one municipality providing waste services to “grand-parented” locations only and the other providing waste services on a case-by-case basis.
- Three of the municipalities do not provide waste services to non-profit organizations (which includes one Region with two of the targeted municipalities).

Schools:

- Six of the municipalities provide some level of collection services to schools (which includes one Region with two of the targeted municipalities).
- Five municipalities do not provide any waste services to schools.

7.3 Eligibility Criteria and Conditions for Commercial and Institutional Sectors

Most surveyed municipalities provide varied levels of waste services to commercial and/or institutional establishments outside of the BIA, as shown in **Table 7.3**. Following the table is a discussion on the findings.

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Table 7.3: Collection Services Provided and Criteria and Conditions for Collection

Municipality or Region	Garbage	Blue Box	Green Bin	Must Be On a Residential Collection Route	Must Be Able to Meet Residential Set Outs	Allow Additional Set Out From Residential
Municipality 1	Yes	No	not available	No	No	66 items per week
Municipality 2	Yes	Yes	No	No	No	12 bags/cans bi-weekly
Municipality 3	Yes	Yes	Yes	Yes	Yes	No
Municipality 4	Yes	Yes	No	Yes	No	16 bags
Municipality 5	Yes	Yes	No	Yes	Yes	No
Municipality 6	Yes	Yes	not available	Yes	No	12 garbage bag limit for business,
Municipality 7	Yes	Yes	not available	No	Yes	Unlimited garbage but must be in a container
Municipality 8	Yes	Yes	Yes	Yes	No	Garbage bag limit drops to 4 bags/cans per week after Oct 19.
Municipality 9	Yes	No, except schools and LTC homes	Yes	No	No	Twice per week garbage collection
Municipality 10	Yes	No	not available	No	No	66 items per week
Municipality 11	Yes	Yes	No	No	No	12 bags/cans bi-weekly

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- All nine municipalities that service commercial and/or institutional establishments offer garbage collection services (this includes the Regions servicing targeted municipalities)
- All but two (of nine) municipalities that service commercial and/or institutional establishments offer Blue Box collection services
- Three (of nine) municipalities that service commercial and/or institutional establishments offer Green Bin collection services (this includes the Regions servicing targeted municipalities). Three of the municipalities do not have green bin service available within the municipality.
- Five (of nine) of the municipalities require the business and/or institutional establishment to be on a residential route (this includes one of the Regions servicing targeted municipalities)
- Most (six of nine) municipalities allow businesses and/or institutional establishments receiving municipal collection services to place out more garbage for collection than the residential sector.

Schools:

- Two municipalities provide two stream (garbage and recycling) collection to schools with another two municipalities providing three stream (garbage, recycling and organic) collection.
- One municipality only provides garbage collection to schools
- Three municipalities only provide recycling services to schools

7.4 Comparison with Detailed Survey Findings

For the most part, the findings from the short survey conducted with the 13 comparator municipalities is consistent with the findings from the detailed survey conducted with the first five comparator municipalities.

The small contradiction is the slightly higher number of municipalities that do not provide commercial collection outside of the BIA or downtown area. In the original survey of the five municipalities only one (20%) did not provide waste services to commercial properties, whereas, the second comparator municipal survey of 11 municipalities showed that four municipalities (31%) (Including one Region) did not provide waste service to comparator municipalities. Two municipalities provided limited collection services to commercial businesses.

33 | Additional Municipal Research

In general, these findings support recent anecdotal trends showing municipalities are focusing on meeting their primary legislated obligation which is providing residential waste collection service and are continuing to limit waste collection service provided to the IC&I sector comprising small commercial establishments and institutional facilities that can meet residential set out requirements and are situated on a residential route. Municipalities are not accepting responsibility for larger establishments or facilities that require additional waste management support.

As with the five comparator municipalities in the detailed survey, most of the 11 comparator municipalities provided collection services to places of worship and daycares. One difference is that many of the 11 municipalities also provided collection services to non-profit organizations, which was not the case with the original five comparator municipalities.

Lastly, all five of the comparator municipalities provided some level of collection service for blue box and green bin. Five of the 11 additional municipalities did not provide any service to schools.

8.0 Funding of IC&I Collection Services

This section provides descriptions of how IC&I collection services are funded in other municipalities/jurisdictions. The information was gathered from the municipal questionnaire that was sent to five Ontario municipalities plus research conducted on other Canadian and European jurisdictions. The section concludes with identifying trends in financing provision of municipal collection services to the IC&I sector.

8.1 Financing of IC&I Collection Services among Selected Municipalities

This section shows how the IC&I collection services are funded and the use of pay-as-you-throw and additional fees to augment garbage set out for both the original five comparator municipalities and for the additional 11 comparator municipalities

8.1.1 Funding for Waste Services for the Five Comparator Municipalities

A summary of the way in which the IC&I collection services are financed in the five original comparator municipalities is provided in **Table 8.1**.

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Table 8.1: Financing of IC&I Waste Collection Services in the Five Comparator Municipalities

Jurisdiction	Commercial	Funding Institutions	Notes
Municipality A	<ul style="list-style-type: none"> Property taxes 	<ul style="list-style-type: none"> Property taxes 	none
Municipality B	<ul style="list-style-type: none"> Service not provided 	<ul style="list-style-type: none"> Churches pay flat fee of (currently \$55.71/yr and tags cost \$2) Schools pay through property taxes 	<ul style="list-style-type: none"> Churches pay same flat fee as single family homes Used to charge for green bin service to schools but low uptake resulted in dropping fee which increased participation
Municipality C	<ul style="list-style-type: none"> Pay-as-you-Throw Yellow Bag Program \$3.90 per bag 	<ul style="list-style-type: none"> Non-profits & daycares must subscribe to Yellow Bag Program Churches, schools pay through property taxes 	<ul style="list-style-type: none"> Yellow bag replaces property taxes
Municipality D	<ul style="list-style-type: none"> Property taxes 	<ul style="list-style-type: none"> Property taxes Garbage collection for schools is charged back by the volume 	<ul style="list-style-type: none"> Schools receive front end garbage collection
Municipality E	<ul style="list-style-type: none"> Property taxes 	<ul style="list-style-type: none"> Property taxes 	none

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Four municipalities finance the IC&I waste services through property taxes. One municipality has implemented a full PAYT program requiring businesses to register and purchase yellow bags for garbage at \$3.90 per bag, which entitles the user access to blue box and green bin services as part of the fee. All costs are covered through the yellow bag fee and does not dip into other sources of funding, such as property taxes.

8.1.2 Funding for Waste Services among the Additional 13 Comparator municipalities

A summary of the way in which the IC&I collection services are financed in the additional 11 comparator municipalities is provided in **Table 8.2**.

Table 8.2: Financing of IC&I Waste Collection Services in the Additional Comparator Municipalities

Municipality or Region	Funding	PAYT or Additional Fees
Municipality 1	Property Taxes	if want 2nd per week collection then \$20 fee per week
Municipality 2	Property Taxes	No
Municipality 3	Property Taxes	Extra bags - \$2.50 per tag
Municipality 4	Property Taxes	No
Municipality 5	Property Taxes	No
Municipality 6	Property Taxes	Extra bags - \$1.50 per tag
Municipality 7	Property Taxes	No
Municipality 8	Property Taxes	No
Municipality 9	Property Taxes	No
Municipality 10	Does not provide service	Not Applicable
Municipality 11	Does not provide service	Not Applicable

Note: two of the municipalities are Regions servicing two targeted municipalities each.

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- All nine municipalities that provide waste services to commercial and/or institutional establishments outside of the BIA pay for the waste services through property taxes (which includes two Regions with two of the targeted municipalities in each)
- Three municipalities have a partial PAYT system where by establishments can buy tags or pay an additional fee for additional bags of garbage, for example:
 - One municipality allows eligible establishments to buy tags at \$2.50 each beyond the garbage set out limit, and another requires establishments to buy tags at \$1.50 each
 - Another municipality allows establishments to receive a second collection per week for an additional fee of \$20 fee per week

8.2 A Review of PAYT Funded IC&I Collection Services in Other Jurisdictions

Pay-as-you-throw (PAYT) policies require customers to pay for garbage collection services and, possibly, waste diversion services but at a lower rate than garbage. This approach acts as a financial incentive for customers to use available waste diversion programs to minimize the amount of garbage requiring disposal and reduce costs. In instances where a municipality only charges for garbage collection, it will often incorporate the cost of the recycling and organic collection programs into the cost of the garbage program.

8.2.1 Canada

8.2.1.1 Full PAYT, Pre-Paid Bag Programs

Several cities in Ontario have adopted a full PAYT, pre-paid bag program for small commercial businesses. The system relies on commercial customers purchasing authorized bags from participating vendors and setting them out for curbside collection. Only the authorized bags are collected by the collection crew. All fees identified in the following section are for the year 2020.

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The City of Ottawa's Yellow Bag Program

As previously mentioned, in **Section 7.1**, the City of Ottawa operates the Yellow Bag Program. In 2003 the City of Ottawa conducted a Universal Program Review to search for areas to reduce costs. The Yellow Bag Program was developed as a cost-effective option for small businesses that requested curbside waste services. A demand for service from some businesses and BIAs led to the Yellow Bag Program, but only as a self-funding program.

If one business in a building wants to participate, then all businesses in the building must participate in the Yellow Bag program and together the group of businesses cannot generate more than 16 bags of garbage every two weeks. If one business refuses, then all businesses must be serviced by a private waste service provider.

As part of the Yellow Bag program businesses have access to blue box and green bin programs. Businesses cannot request to participate in only the blue box or green bin programs since the costs to provide these services are funded through the cost of the yellow bags.



Commercial establishments participating in the yellow bag program are collected the same day as residents in the area. The contractor has a list of participants and yellow bags also identify the stop on garbage day. Solid Waste inspectors also monitor participants to ensure that they are meeting set out requirement (e.g. setting out green and blue carts). It remains mandatory that the business participate in blue box recycling and green bin organic diversion programs.

All businesses on the yellow bag program must purchase a yellow bag for all garbage set out to the curb for collection. This is a full PAYT program. The price of the yellow bag (\$3.90 each) is intended to cover 100% collection and disposal costs. As businesses are part of normal curbside collection routes there is little incremental collection costs. Since the City owns its landfill the additional costs are not as high as if the waste had to be shipped to a private sector facility. To date, 470 small commercial businesses have registered with the City's Yellow Bag program.

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City of Sudbury's Yellow (Biz) Bag Program

To qualify for the City of Sudbury's Yellow (Biz) Bag program, commercial establishments (e.g. hair salons, churches, small stores) must generate fewer than three bags of garbage per week and must be on a residential collection route. Interested commercial establishments must apply to be part of Sudbury's Yellow Bag program.

Once approved for the program, the business owner will be notified and must sign a Terms of Service document and pay a \$100 refundable deposit to join the program. The \$100 deposit provides an incentive for a business to inform the City if they need to cancel the program at its current location, so the City does not continue paying a contractor to collect garbage for a business that no longer exists. Each Yellow Bag costs \$3 and are sold in packages of 10 for \$30 and are purchased through participating stores.



Participants receive access to the recycling and organics program and are provided in yellow carts (organics), boxes (recycling) and bags (garbage) containers (see side photo).



Wellington County's Yellow Bag Program

Wellington County has implemented a full PAYT policy using specially designed garbage bags. Residents and businesses must use specially marked and County-issued yellow garbage bags to receive collection.

Residents and businesses can choose between the following two sizes of bags:

- Large bags (30" x 38") are \$2.00 each and sold 10 per package for \$20.00
- Small bags (24" x 28") are \$1.50 each and sold 10 per package for \$15.00

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Wellington provides weekly garbage collection in urban centers and bi-weekly collection in rural areas.

The County purchases bags with customized specifications including colour (bright yellow), two sizes, and thicker plastic than many standard waste bags. The cost of the bags pay for the waste service so the associated costs have been removed from the tax base.



Edwardsburgh Cardinal Township PAYT Program

Edwardsburgh Cardinal Township in Eastern Ontario requires residents and small commercial establishments on collection routes to purchase special clear garbage bags printed with the Township logo. Users must purchase bags at participating vendors in packages of 10 for \$25 and are permitted to set out a maximum of five bags per week.

The combined system of PAYT and clear bags enables collection crews to monitor the recyclable contents in the garbage bags and reject those bags containing excessive amounts of recyclables. Residents and businesses have access to blue box recycling as well.

8.2.1.2 Variable PAYT Approaches

Other communities use a volume based and/or frequency of service approach to charge businesses for waste services. Typically, the business must register for the program, pay for some or all containers and are invoiced by the City for the services.

City of Toronto's Non-Residential Collection Program

First introduced in 2002, the City of Toronto established a Yellow Bag program for small businesses. In 2018, the City discontinued the Yellow Bag option and now permits businesses to use bag/tags or carts. The yellow bags were dropped in part due to the higher costs to



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purchase and distribute to vendors and due to the increased counterfeiting of the bags.³

Today, the Non-Residential Collection program applies to small commercial establishments in locations with fewer than four floors and less than 500 square metres of ground floor space or at least one-third of the space is residential (no size restriction) and fewer than four stories. The program also services charities, institutions & religious organizations (CIROs). Businesses and CIROs can be located on commercial collection routes or residential routes.

Participating businesses and CIROs must apply and register with the City to be part of the program. Approved establishments are required to pay a base fee for garbage collection and must purchase either yellow bag tags or City of Toronto carts including 360 litre (96 gallon) Garbage Carts (\$111.28), 360 litre (96 gallon) Blue Carts for recycling (\$111.28) and 132 litre (35 gallon) or 98 litre (26 gallon) green bins for organics (\$79.01 or \$59.90).

Customers can pay for different levels of garbage collection service including:

- Base fee – bi-weekly collection at \$543.46 per year
- Weekly collection at \$1,086.93 per year
- Twice per week collection at \$2,173.86 per year

The yellow bag tags cost \$5.70 each and are sold in packages of 5 bag tags per sheet for \$28.50, which can be purchased at participating vendors or ordered on-line through the City.

In 2017, Toronto City Council approved a new annual base fee for non-residential customers to help cover the costs of the waste diversion programs provided to them, such as blue cart recycling and green bin organics. The cost of the yellow garbage tags covers only the cost of garbage collection. In 2020, the City of Toronto added the Commercial

³ Communications with Renee Dello, Senior Project Manager, City of Toronto. May 13, 2020.

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Annual Base Fee of \$305 to pay for weekly organics collection and recycling collection. This fee is in addition to the garbage fees identified above.

Customers on the Non-Residential Collection program must participate in the Blue Bin recycling (including large volumes of cardboard) and green bin organic programs. Establishments (e.g. restaurants, bars) generating larger volumes of Blue Bin recycling can opt to purchase additional 360 litre carts from the City.

Customers must purchase a green bin from the City and receive weekly green bin collection. Businesses (e.g. grocery stores, restaurants) generating larger quantities of green bin food waste can apply for additional collections for an additional fee, as follows: 2 times per week at \$431.53 per year;

- 5 times per week at \$1,618.25 per year
- 6 times per week at \$2,157.66 per year

The City does not provide collection of large bulk items or white goods; non-residential customers must make their own arrangements for collection and disposal of bulky items, household hazardous waste and waste electronics.

City of Winnipeg's Small Business Waste Service

The City of Winnipeg offers garbage and recycling collection services to small businesses that generate less than 600 litres (about two medium sized 240 litre carts or six bags) of garbage per week. Businesses must register for the service and can apply to various levels of service and pricing as follows:



- All businesses are provided the basic level of service includes weekly collection of garbage and recycling using 240 litre carts for \$65.00 per year
- If the business wants to upgrade their garbage container, it can by:
 - Increasing from a 240 litre cart to a 360 litre cart for an additional \$37 per year
 - Adding an additional 240 litre cart for an additional \$101 per year
 - Adding an additional 360 litre cart for an additional \$126 per year

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- Recycling upgrade, weekly collection using
 - A 360 litre cart for an additional \$16.40 per year
 - An additional 240 litre cart for an additional \$66 per year
 - An additional 360 litre cart for an additional \$81 per year

The City of Winnipeg also offers front end bin services to businesses that generate more than 600 litres (0.6 cubic metres) but less than 3,000 litres (3.0 cubic metres) of garbage per week. As with the cart collection service, businesses must apply and identify which service to receive. Prices for garbage collection vary by service and are based on a per cubic metre volume rate of \$8.10. Recycling is provided free of charge. Business cannot sign up for recycling services only but must receive both garbage and recycling services from the City. The levels of service include:

For garbage collection:

- 1.5 m³ (2 yd³ front end bin) – weekly, twice a week or bi-weekly (every two weeks)
- 2.25 m³ (3 yd³ front load bin) – weekly or bi-weekly
- 3.0 m³ (4 yd³ front load bin) – weekly or bi-weekly
- Unlocking service (\$38/bin/month) and/or Pull-box service (\$20/bin/collection)⁴

For recycling collection:

- 2.25 m³ steel bin with wheels (businesses must indicate the number of bins required)
- Unlocking service (\$38/bin/month) and/or Pull-box service (\$20/bin/collection)²
- 360 litre plastic cart (businesses must indicate the number of carts required)

While the City provides the recycling carts and the 2.25 m³ metal bins to participating businesses, it requires that businesses obtain their own front

⁴ Pull bin service involves the collection crew moving the bins to the collection vehicle and unlock service involves the collection crew unlocking the bins before tipping.

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end bins for garbage. Businesses are invoiced on a quarterly basis and can change the level of service or cancel service at any time. The City encourages sharing a garbage container with neighbouring businesses to save on waste costs.

Businesses can also arrange for additional collections:

- Up to three additional garbage bag set outs for a flat fee of \$20, which is added to the quarterly invoice
- Large items (e.g. furniture, mattresses and appliances not containing Freon) - up to 10 items per collection for \$10.75 per item
- Items with ozone-depleting substances (e.g., fridges, freezers) - up to 10 items per collection for \$22 per item

The charges are added to the quarterly invoice sent to the business.

City of Calgary's IC&I Waste Service

The City of Calgary provides garbage, single stream recycling and organics (food and yard waste) collection to all IC&I locations that request the service. The City also provides separate collection of clean wood waste, plastic film and scrap metal to the IC&I sector.

Collection bins range in size from 240 litre wheeled carts for smaller businesses to front-end bins available in 2, 3, 4, 6 and 8 yd³ sizes. Roll-off bins (20, 30 and 40 yd³ sizes) are also available for demolition and construction projects.

All businesses and organizations are required to recycle the same materials that are collected in the residential sector plus materials specific to commercial waste (i.e. scrap metal, clear plastic film and clean wood) and they must separate food and yard waste from the garbage for compost collection.

Fees for collection services are based on the size of the bins used by businesses and organizations and collection service frequency. The minimum level of collection frequency is weekly for carts and front end, with on-call service available for roll off bins.

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Businesses and organizations can also contract with private waste management companies for collection services but they must still adhere to the recycling and organics collection by-law.

8.2.1.3 Other Waste Diversion Initiatives

Increasingly, jurisdictions are introducing legislation that requires IC&I establishments to participate in waste diversion programs. Some jurisdictions (e.g. the Halifax Regional Municipality and Prince Edward Island) require all establishments to source separate recyclables and organics from the waste stream and have them properly processed. Other jurisdictions (e.g. Metro Vancouver, Capital Regional District, Regional District of Nanaimo and City of Calgary) have imposed landfill bans for both residential and IC&I sectors on all blue box recyclables and organics along with other materials.

City of Calgary Mandatory Participation in Waste Diversion

The City of Calgary has implemented disposal bans at City landfills on recyclable materials, organics, wood waste and C&D waste. Loads of commercial garbage must contain less than 10% recyclable materials, less than 20% of food and yard waste and/or less than 10% C&D materials or are subject to a disposal surcharge (\$180 per tonne).

The City's Waste and Recycling By-law stipulates that as of November 1, 2016, all businesses and organizations (see the sidebar for a list of impacted businesses and organizations) in the City of Calgary must source separate blue box recyclable materials. Businesses and organizations may hire either the City or a private waste service provider. Alternatively, businesses have the option to take recyclables directly to a private recycling facility or a City-operated Community Recycling Depot to save money.

Any business, company or organization that produces waste must comply with this by-law, including:

- Schools
- Offices
- Stores
- Malls
- Restaurants
- Hotels
- Healthcare facilities
- Manufacturers
- Factories
- Non-profit organizations
- Places of worship
- Warehouses
- Community and Residents
- Associations
- Other operations

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The City also has enacted the Food and Yard Waste By-law mandating businesses and organizations to separate food and yard waste from the garbage waste stream as of November 1, 2017, and send them for composting or diversion. To aid businesses in meeting the by-law changes, the City provided support services to implement waste diversion programs, such as waste-audit kits, presentations by City staff, posters, case studies and other online material.

8.2.2 Europe

In Europe, the most commonly used waste funding model is pay-as-you-throw, which is featured as a pay-per-bin system or a chamber system. The chamber or in-ground system is commonly used in densely populated areas, especially downtown areas to service both residential units and smaller business establishments.⁵ Customers must use an ID card or tag every time garbage is deposited into the in-ground containers, with the individual customer's information recorded for invoicing purposes. Examples of these systems are discussed in Task 8: Downtown Service Review Report.

Some European communities in Ireland, Sweden and Germany have started to employ pay-by-weight systems in which a measurement system is incorporated into the collection of the cart and/or in-ground units and the user (residential or commercial) is charged according to the weight of the targeted streams (e.g. garbage). With this system, the cart or container has a chip or a tag embedded in it which is detected by an electronic device in the collection vehicle. As the cart/container is collected, it is weighed and the weight is recorded in the on-board computer system. Customers (residential and commercial) are charged back based on the weight recorded.

8.2.2.1 Ireland

This approach has been used throughout Ireland since July 2017 in which a pay-per-weight based fee system for waste and for composting was introduced. Waste is now charged per kilogram. All customers (residential

⁵ Guide for the Implementation of Pay-As-You-Throw Systems for Municipal Waste. November 2010. Agencia de Residus de Catalunya (ARC) at <https://ent.cat/guia-per-a-la-implementacio-de-sistemes-de-pagament-per-generacio-de-residus-municipals-2/?lang=en>

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and commercial) must subscribe to private sector collection services; municipalities do not provide these services. The pay-by-weight system has the following features:

- Under the new legislation garbage will be charged at a minimum charge of \$0.11 per kg and for composting at \$0.06 per kg. Recycling was to be charged at \$0.02 per kg, but the Irish government removed the fee to incentivize waste diversion so now there is no charge for recycling. Haulers must provide customers with a brown bin for food waste and other organic waste.⁶

Examples of pricing options include:

- Service fee and pay per kilo charge;
- Service fee, lift fee and per kilo charge;
- Service fee and weight band charging; and
- Service fee including weight allowance plus per kilo surcharge for excess weights.⁷

Examples of the fees charged by some of the large haulers include:

- Ireland customers using one private hauler pay an annual fixed rate and a pay-by-the-weight for garbage which includes a flat fee for up to 40 kg and then pay \$0.25 per additional kilogram collected.
- Ireland customers using another private hauler pay a varied annual fee that entitles them to lower or higher minimum annual amounts (e.g. 32, 42 or 62 kg/year) and then pay \$0.30 per additional kilogram collected.⁸

⁶ Bin Charges in Ireland. January 1, 2020. Money Guide Ireland at <http://www.moneyguideireland.com/bin-charges.html>

⁷ My Waste: Waste Services at <https://www.mywaste.ie/waste-services/>

⁸ Bin Charges in Ireland. January 1, 2020. Money Guide Ireland at <http://www.moneyguideireland.com/bin-charges.html>

Based on the Waste Management (Collection Permit)(Amendment) Regulations 2016

Scope of Permit Requirements

Permit holders shall only use a weighing instrument to collect household kerbside waste in accordance with condition 6.6.15 of accuracy Class Y (b) or better, where such a weighing instrument shall have a resolution of 1 kilogramme (kg) or better, for weighing approved receptacles designed for reuse with a volume of 360 litres or less and a resolution of 5 kilogrammes [kg] or better for weighing approved receptacles designed for reuse with a volume of greater than 360 litres, in accordance with the Legal Metrology (General) Regulations 2008.

Form 5 - Supplementary Questions For Household Kerbside Waste Collections. National Waste Permit Office at <http://www.nwcpo.ie/>

Waste Management (Collection Permit)(Amendment) Regulations 2016 at <https://www.dccae.gov.ie/en-ie/environment/topics/waste/waste-management-and-policy/Pages/National-Waste-Collection-Permits.aspx>

8.3 Trends in Financing Policies

Most municipalities continue to finance IC&I municipal waste collection services through the property tax base, with some notable exceptions involving PAYT systems.

Among the five surveyed municipalities, four finance the IC&I waste services through property taxes. One municipality has implemented a PAYT program requiring businesses to register and purchase yellow bags for garbage at \$3.90 per bag, which entitles the user access to blue box and green bin services as part of the fee. This municipality covers all its costs through the yellow bag fee and does not dip into other sources of funding, such as property taxes.

PAYT programs place the onus on the customer to reduce their waste management costs by participating in available waste diversion programs and reduce garbage set outs. Some municipalities with PAYT program have chosen to fully fund their waste services through the PAYT program, while other use the PAYT program to partially fund the service and augment the costs through a flat fee or taxes.

9.0 Other Information

9.1 Promotion and Education

With one exception, none of the surveyed municipalities provide waste diversion or waste related promotion and educational support to IC&I establishments although staff will offer advice if a business calls. One municipality offers lunch and learn sessions for businesses and organizations to promote waste diversion practices.

9.2 Future Policies and Lessons Learned

The questionnaire sent to the five participating Ontario municipalities sought information on future plans related to the provision of waste collection services to the IC&I sector. **Table 9.1** summarizes staff views into future changes, lessons learned and insights.

Table 9.1: Future Changes and Insights

Jurisdiction	Future Changes	Comments/Lessons Learned
Municipality A	<ul style="list-style-type: none"> Staff are reviewing the by-law as they don't feel that all businesses should be receiving municipal waste collection services, part of waste management master plan 	<ul style="list-style-type: none"> Always looking for ways to improve service and participation and reduce contamination
Municipality B	<ul style="list-style-type: none"> May need to consider servicing IC&I establishments in the future but would need to invest in the infrastructure and be directed by Council 	Not Applicable

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Jurisdiction	Future Changes	Comments/Lessons Learned
Municipality C	<ul style="list-style-type: none"> No immediate changes being considered at the moment. The upcoming Solid Waste Management Plan will reach out to the public to see what they want and what they don't want. Some changes may come as a result of the SWM plan. 	<ul style="list-style-type: none"> Lots of challenges with new residential units above commercial businesses
Municipality D	<ul style="list-style-type: none"> Would like to get out of the business but can't due to pressure from businesses to provide the service 	<ul style="list-style-type: none"> Having solid school green and blue bin collection and educational programs will enhance diversion in the residential program. When the blue box in schools program was introduced, the amount of recycling in residential increased by 4%.
Municipality E	<ul style="list-style-type: none"> None 	none

Most of the surveyed municipalities do not foresee changes to their IC&I waste services in the near future, although a couple of programs are under some form of review as part of a solid waste management master plan that is underway.

9.3 Future Regulatory Considerations

On June 1, 2016, the Ontario Legislature passed the Waste-Free Ontario Act, 2016 (WFOA), comprising two pieces of legislation, one of which required developing a waste reduction strategy and an organics reduction strategy.

The final Strategy for a Waste Free Ontario was published in February 2017 and featured the need to establish an organics action plan, impose disposal bans and implement full extended producer responsibility (EPR) for the Blue Box recycling program.

On April 30, 2018, the Ministry of Environment, Conservation and Parks (MECP) published its Food and Organic Waste Framework (including an Action Plan and Policy Statement) with the goal of reducing the amount of food and organic waste entering landfills. The Framework includes the plan for a phased-in food waste disposal ban at landfills beginning in 2022 and establishes targets of 50-70% waste reduction and resource recovery of food and organic waste generated by IC&I facilities by 2025.⁹

Despite the change in provincial leadership in 2018, the Provincial Government appears ready to support the goals of the WFOA, including the organics ban. In the November 2018, the province released A Made-in-Ontario Environmental Plan, which identifies the need to address IC&I waste and to “Develop a proposal to ban food waste from landfill and consult with key partners such as municipalities, businesses and the waste industry and explore additional opportunities to reduce and recycle waste in our businesses and institutions.”¹⁰ The target dates established in the Organic Waste Framework have not been confirmed by the new Provincial Government.

A report submitted in July 2019 to the MECP encourages more proactive policies to drive waste diversion in the IC&I sector. The report, includes a

⁹ Food and Organic Waste Policy Statement. 2018. Ministry of Environment and Climate Change at <https://www.ontario.ca/page/food-and-organic-waste-policy-statement#section-6>

¹⁰ A Made in Ontario Environmental Plan. 2018. Ministry of the Environment, Conservation and Parks at <https://www.ontario.ca/page/made-in-ontario-environment-plan>

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series of observations and recommendations directed at the IC&I sector, including:

- “Offices, institutions and other commercial sectors should not be included in a producer responsibility framework.
- The IC&I sectors have their own regulations and arrangements for diversion. In these sectors, the 3Rs Regulations make facility owners and operators responsible for source separating wastes. But diversion rates are low, and municipalities and producers agreed that the current rules, which are more than 20 years old, need to be updated.
- Ontario has committed to review the 3Rs Regulations and develop a recycling framework that applies low-burden, outcomes-based rules fairly across these sectors.
- Changes to the regulations for recycling in the IC&I sectors should build on existing waste diversion and recycling practices in order to increase recycling rates. The types of IC&I facilities vary widely across the different sectors, making a one-size-fits-all approach to recycling unsuitable. The province needs to engage these sectors to develop recycling rules that target the right establishments and materials.”¹¹

To date there has been no movement towards amending or repealing and replacing the Ontario Regulations 102/94, 103/94, and 104/94 and no further direction provided by the MECP on promoting more waste diversion in the IC&I sector.

On October 19, 2020 the MECP released the proposed Blue Box regulation under the Resource Recovery and Circular Economy Act, 2016.

Under the proposed regulation, producers are required to provide blue box services to “eligible source” meaning any residence, facility, or public space.

The term “facility” means,

“(a) a building that contains more than one dwelling unit but that is not a residence,

¹¹ Renewing the Blue Box: Final report on the blue box mediation process. July 2019. At <https://www.ontario.ca/page/renewing-blue-box-final-report-blue-box-mediation-process>

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- (b) a long-term care home licensed under the Long-Term Care Homes Act, 2007,
- (c) a retirement home licensed under the Retirement Homes Act, 2010, or
- (d) a public school or private school under the Education Act”.¹²

The proposed regulation explicitly states that producers are not required to provide blue box service to the IC&I sector, “The proposed regulation would not: require producers to provide blue box services in the industrial, commercial, and institutional sectors (beyond multi-unit residential buildings, schools, long-term care homes, retirement homes and some public spaces)”¹³

In the proposal summary, the MECP addresses the need to encourage greater participation in waste diversion by the IC&I sector by acknowledging the need to work on an IC&I framework and identifying the goals which could include:

- Maintain provincial direction to IC&I establishments to reduce and divert waste
- Improve overall diversion in the IC&I sector
- Reduce and minimize burden to IC&I establishments
- Support verified outcomes and modernized compliance

To date, the MECP has repeated its desire to address the inequities in IC&I waste diversion expectations and actions without spelling out a plan or strategy. In its most recent publication, the Proposal Summary document of October 19, 2020, the MECP discusses reforming the IC&I framework in the next months, and identifies a set of goals which could be incorporated. So far, the MECP’s promises and goals to address waste diversion in the IC&I sector remain elusive, making it difficult for municipalities to determine the

12 Ontario Regulation To Be Made Under The Resource Recovery And Circular Economy Act Blue Box Part I Interpretation. Consultation Draft October 19, 2020. Ministry of Environment, Conservation and Parks at <https://ero.ontario.ca/notice/019-2579>

13 A proposed regulation, and proposed regulatory amendments, to make producers responsible for operating blue box programs. October 19, 2020. Ministry of Environment, Conservation and Parks at <https://ero.ontario.ca/notice/019-2579>

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potential impacts on their waste management programs, policies and infrastructure.

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The transition to EPR for Blue Box materials collected through municipal services does not apply to IC&I establishments and makes no requirement for municipalities to provide Blue Box services to these establishments. Producers of packaging and printed paper (PPP) who will be obligated to manage the designated residential blue box materials under the Blue Box Program Plan have no intentions to service the IC&I sector. IC&I establishments will continue to be responsible to meet recycling targets and arrange recycling services.

Any future waste diversion policies, including future EPR initiatives, will be directed at the IC&I sector and not at municipalities, who will not be obligated to provide service to IC&I establishments, unless there is a desire to do so.

10.0 Lessons Learned from the Research

Based on the survey, there is no consistency in what makes a business eligible to receive municipal waste services other than the fact that four of the five surveyed municipalities provide some level of waste service to small commercial establishments. Generally, the business needs to be on an existing residential collection route or designated commercial route and generate fewer than eight (8) bags or cans of garbage weekly. One municipality provides the same level of garbage, blue box and green bin service for small businesses as for single family residences located on a residential route. Three municipalities offer different levels of service for the commercial businesses that permit higher garbage set out limits than the single family residential sector.

All five surveyed municipalities provide waste services to many institutional groups (e.g. places of worship, schools and daycares) although only one provides service to non-profit organizations by treating the non-profits as commercial entities and allowing them to subscribe to the Yellow Bag program. In the other surveyed municipalities, most of the institutions receive the same level of waste services as commercial businesses (located outside the downtown core or BIA). In the few instances where places of worship and daycares receive residential level waste services, the municipal staff state that these establishments are located on residential routes and can meet residential set out requirements.

All five municipalities provide services to publicly funded schools (English, French and Catholic) and private schools, to some extent. All five municipalities provide green bin service to all schools and most provide blue box recycling services as well. Only one municipality offers garbage service on a fee basis.

None of the municipalities surveyed provide waste services to industrial properties.

For the most part, the surveyed municipalities ensure that the businesses and institutions receiving municipal garbage collection services also receive blue box recycling and green bin organics collection.

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Only one municipality has implemented a full PAYT program that requires commercial businesses and some institutions to register with the program and purchase specially marked yellow bags for their garbage. Another municipality allows businesses to purchase bag tags if they exceed the bi-weekly four-bag garbage set out limit while another one charges places of worship an annual flat fee and requires them to purchase bag tags if they exceed a one garbage bag per week set out.

11.0 Summary

In general, it is not considered the role or the responsibility of Ontario municipalities to provide waste collection services to IC&I establishments and have no obligation to provide these services.

Future changes to regulations and policies, implemented by the provincial government, will require the IC&I sector to engage in more aggressive waste diversion activities and will be the responsibility of the IC&I sector to achieve. It is not anticipated that municipalities will be under any obligation to provide waste services to IC&I establishments nor will the municipality receive any compensation or potential service from Producers under the Blue Box Regulation. The only IC&I exceptions are non-profit retirement homes and long term care facilities and starting in 2026, public and private schools are also eligible for blue box services. Given this direction it is timely and necessary for the City of Guelph to resolve criteria related to IC&I collection services, and potential funding models (Task 7 of the SWMMP).

While the City of Guelph provides collection service to some IC&I establishments that are consistent with those that historically received service, the absence of criteria has resulted in an approach that can be questioned in terms of transparency and fairness. On a go forward basis, Solid Waste Resources staff need to establish eligibility criteria, conditions and levels of service on the provision of waste services to IC&I establishments outside the downtown area.

12.0 Proposed Approach

The following identifies an alternative collection approach for the City of Guelph to consider. The collection approach is discussed for each key sector, mixed use buildings, small institutional facilities and schools, under the following headings:

- A. Proposed service
- B. Eligibility criteria
- C. Municipal experience
- D. Rationale
- E. Future challenges

In addition, separate sections address how these services could be financed in the future and procedures for putting the measures in place.

12.1 Proposed Collection Services for Commercial and Institutional Properties

It is proposed that the City of Guelph provide its three stream collection services at residential service levels to small mixed use buildings (commercial with a residential component) and some institutional facilities (e.g., places of worship, daycares, community centres) located on a residential route and continue to provide recycling and green bin services to private/alternative schools and introduce green bin services to public schools. Public schools will be eligible for blue box services starting in 2026. Details for each are described in the following section.

12.1.1 Mixed Use Buildings

A. Proposed Service

- The commercial component of small mixed use buildings located on residential routes would have the choice to share garbage, recycling and organic carts with their residential component and that the building can meet the residential set out limits.
- If a building with a residential component cannot meet the residential set out requirement then it can be considered large enough to warrant separate private collection services.

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- All other commercial establishments (without a residential component) will be required to make their own waste management collection arrangements.
- Businesses located in strip malls or other malls would not be eligible for waste collection service, even if they meet the volume limit since there is no residential dwelling associated with the address.
- Commercial establishments currently receiving collection services would be phased out over a three year period with timing based on consideration related to whether the property is on a residential route, based on complaints received, incidences of non-compliance and/or level of service level exceedance to the Waste Management By-law. The City could also allow an interim grand-parenting option for compelling reasons based on an application approval basis for an extended period of time or until there is a change in ownership or until the provincial Blue Box Regulation comes into effect.

B. Eligibility Criteria

- The commercial and residential unit together must meet the residential issued cart sizes of 240L of garbage bi-weekly¹⁴, 360L of recycling bi-weekly and 80L of organics weekly (in other words the establishments that adhere to the City's residential level of service) in order to be able to apply for City waste collection services.

C. Municipal Experience

- While mixed use service was not part of the survey, one municipality provides waste collection services to small mixed use buildings with a residential component on a residential route but the business must be able to combine its waste with the residential unit and not require additional service. Another surveyed municipality provides waste services to any small retail business on a residential route and another municipality requires the commercial establishment to subscribe to a PAYT program for separate service.

¹⁴ A 240 litre cart is equivalent to the volume of three to four garbage bags

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- Among the 11 municipalities surveyed as part of the additional municipal research, seven provide service to commercial establishments, two service grand-parented businesses and three do not provide waste services outside of the BIA.
- None of the five municipalities surveyed provide waste services of any kind to businesses located in strip malls.

D. Rationale

- Provision of waste services to a commercial building with a residential unit would be consistent with the City's policy of servicing residential units, if both can meet the residential set out requirements. This policy also reduces the administrative burden of controlling, monitoring and enforcing the services to these buildings if provided by the private sector.
- All other commercial buildings located on a residential route are most likely to be part of a strip mall or large enough to warrant their own waste services.
- Other municipalities have modified their eligibility criteria to eliminate the provision of waste services to larger commercial establishments; for example, in 2016, the Region of Waterloo stopped providing waste services to businesses, outside of the BIAs, that set out large piles of garbage for collection. The City argued that these commercial establishments "are not suitable for residential collection, and the similar issues of equity, aesthetics and new collection standards apply. Approximately 250 commercial establishments will be affected by this change. Collection methods provided by the private sector such as large steel bins or in ground systems are much better suited to contain waste from these businesses."¹⁵
- The City of Guelph has the precedence of eliminating bio-medical waste collection service to commercial establishments several years back as it no longer met the City's collection policy. The City received few complaints from the ineligible customers.

¹⁵ Aligning Waste Collection Practices at Multi-Residential Properties with Current Regional Policy. Report - TES-WMS-15-08. June 16, 2015. Report to Chair Tom Galloway and Members of the Planning and Works Committee.

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- Newer neighbourhoods have few commercial businesses that would be ineligible to receive service.

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E. Future Challenges

- Under the Blue Box Regulation, producers will be required to provide Blue Box collection services to the residential sector but not to the IC&I sector. If producers are to assume responsibility for providing curbside Blue Box collection service to Guelph's residential sector, it is unclear if they will service mixed-use buildings situated on a residential route.
- It is also uncertain, whether the City will be able to negotiate with the producers to provide the collection service to these mixed-use establishments and then charge back to the City for this extra service.

12.1.2 Schools

A. Proposed Service Option

- Continue to provide Blue Box recycling services to historically serviced private/alternative schools. Historically serviced schools will transition to full extended producer responsibility when Guelph transitions in 2025 under the Blue Box Regulation. Continue to provide organics collection to private /alternative schools. Eliminate garbage collection services to private/alternative schools to encourage greater participation in waste diversion programs.
- Introduce organics collection services to public schools consistent with service levels offered to the private/alternative schools through the City. Blue Box recycling services will be available to public schools that have not been historically serviced under the Blue Box Regulation starting in 2026. Garbage collection service would continue to be provided by the private sector.
- Eligible schools would be required to apply to the City for curbside waste services.

B. Eligibility Criteria

- Any private/alternative school currently serviced in the City of Guelph will remain eligible to receive Blue Box recycling collection from the City, until Guelph transitions to full extended producer responsibility in 2025 at which time these schools will fall under the Blue Box Regulation as an eligible source. Blue Box recycling services will be available to non-

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historically serviced private and public schools under the Blue Box Regulation starting in 2026.

- Any private/alternative and public school located within the City of Guelph boundaries will be eligible to receive organics collection from the City.

C. Municipal Experience

- All five survey municipalities provide organics service to most public and private schools.
- Among the 11 municipalities surveyed as part of the additional municipal research, six municipalities provide waste services to schools and five do not provide waste services.

D. Rationale

- Schools can be a large source of food waste, especially secondary schools that have cafeterias. Accessing private sector organics collection service may be difficult due to the lack of compost processing facilities available to private waste management companies.
- All public and private schools should have a food waste diversion program in place to divert food waste from disposal.
- Under the Blue Box Regulation, producers will be required to provide blue box collection services to all public and private schools.
- To encourage greater participation in waste diversion programs, schools should be required to seek and pay for garbage collection services from the private sector.
- Under the Food and Organic Waste Framework, schools may be required to meet food waste diversion targets, which the City can help them meet.

E. Future Challenges

- At this time, it is unclear how the blue box collection services will be provided by industry and what partnerships could be explored in combining the provision of other waste services to the schools.

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12.1.3 Industrial Sector

A. Proposed Service Options

- Waste collection services should not be provided to the industrial sector

B. Eligibility Criteria

- Waste collection services would not be provided to the industrial sector

C. Municipal Experience

- None of the five municipalities surveyed provided any waste services to the industrial sector.

D. Rationale

- The industrial sector tends to be characterized by large facilities that generate non-residential type wastes and, therefore, should not be serviced by the municipality. These properties are also not typically on residential routes.

12.1.4 Small Institutional Facilities

A. Proposed Service

- Provide 3 stream waste collection services (garbage, recycling and organics) to designated small institutions including places of worship, daycares, and community centres that are located on residential collection routes and meet the recommended eligibility criteria provided below.
- The City could also allow applications to request approval of exceedances to the service level for compelling reasons for an extended period of time or until there is a change in ownership or until the provincial Blue Box Regulation comes into effect.
- Eligible institutions would be required to apply to the City for curbside waste collection services.
- The City will continue to provide Blue Box collection services to non-eligible institutional customers (as defined in the Blue Box Regulation), until transition to full extended producer responsibility in 2025 and conduct a review at that time to determine if service will be continued.

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B. Eligibility Criteria

- Must meet the residential issued cart sizes of 240L of garbage bi-weekly¹⁶, 360L of recycling bi-weekly and 80L of organics weekly (in other words the establishments that adhere to the City's residential level of service) in order to be able to apply for City waste collection services.
- The institutional facilities would need to be located on a residential collection route.
- Institutional facilities currently receiving collection services exceeding the service level would be phased out over a three year period with timing based on consideration related to whether the property is on a residential route, based on complaints received, incidences of non-compliance and/or level of service level exceedance to the Waste Management By-law. The City could also allow applications to request approval of exceedances to the service level for compelling reasons an extended period of time or until there is a change in ownership or until the provincial Blue Box Regulation comes into effect.

C. Municipal Experience

- Four of the five municipalities surveyed provide garbage and recycling service and three of the municipalities provide organic collection services to places of worship and other institutions (e.g. daycares and community centre) located on a residential route.
- While only one of the four surveyed municipalities requires the institutional facilities to receive the same level of service as the single family residential sector, this approach is considered easiest to monitor and enforce.
- Among the 11 municipalities surveyed as part of the additional municipal research, eight municipalities provide service to places of worship and daycares, six provide service to non-profits, with the remaining municipalities either grand-parenting in services or not providing the waste services.

¹⁶ A 240 litre cart is equivalent to the volume of three to four garbage bags

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D. Rationale

- Small institutions located in residential areas have fewer options to receive fair and consistent diversion services (i.e. recycling and organics) from private waste management companies, as the residential service levels received from the City.
- Provision of waste services by the City would reduce the administrative burden of controlling, monitoring and enforcing the services to these facilities if provided by the private sector.
- Currently, small institutions are not being targeted for collection services in the Blue Box Regulation so producers will not be required to provide Blue Box collection services to places of worship, daycares, or community centres.
- Under the Food and Organic Waste Framework, institutions may be required to meet food waste diversion targets, which the City can help these institutions meet.

E. Future Challenges

- Under the Blue Box Regulation, producers will be required to provide Blue Box collection services to the residential sector but not to the IC&I sector. If producers assume responsibility for providing curbside Blue Box collection service to Guelph's residential sector, those institutional facilities receiving garbage, recyclables and organics collection from the City of Guelph will no longer be eligible to receive Blue Box collection services.
- The City may be able to negotiate with the Producers to provide the collection service to these facilities and charge back to the City for this extra service but to date, this option has not been addressed by Producers.

12.1.5 Financing Options

12.1.5.1 Mixed Use and Institutional Establishments

- Subject to recommendations arising from Task 7 of the SWMMP, Financial - Options for User Pay and Cost of Service Review, the City may wish to examine potential financing approaches to provide green, blue, and grey cart service to commercial and institutional establishments outside the downtown core. It is noted that the financing approach be similar or the same as the residential customer base which could include but is not limited to:
 - Establishing a fixed fee;
 - Moving to a full PAYT program;
 - Applying a variable rate system based on cart volume (where businesses and institutional establishments would subscribe to a cart size that best meets their needs for each stream and would pay a variable fee according to the size of the cart; and/or
 - Determining appropriate ratios to be covered by the tax base and a PAYT system that accounts for factors such as fixed costs, public acceptability, standard levels of service, and so forth.
- The City has installed RFID tags on all carts but would need to invest in the development of software to record and issue bills to IC&I customers, should the City pursue the approach.
- For the time being, however, no change in financing of waste and diversion services to eligible commercial and institutional establishments is proposed as the eligibility for service remains primarily limited to residential properties.

C. Municipal Experience

- Two of the four municipalities have a PAYT program in place to pay fully or in part for the waste services provided to commercial and institutional establishments. These municipalities do not use carts but employ bag purchase and bag/tags PAYT systems.

D. Rationale

- The commercial and institutional establishments (with the exception of places of worship) pay property taxes.

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12.1.5.2 Schools

- Organic services provided to schools should be funded through the tax base.

C. Municipal Experience

- None of the five municipalities surveyed that provide organic services to public and private schools charge for these services.

D. Rationale

- While public school boards have funds set aside to pay for waste management services, these funds are raised through taxes. Private schools must raise the funds through tuition fees.

12.1.6 Procedures

- Any institutional establishment (including schools) that would receive City waste services (excludes mixed use - commercial-residential) would be required to enter into an Agreement with the City to receive collection services. The Solid Waste By-law would need to be amended to reflect the addition of new eligibility and procedural requirements for institutional establishments. See **Section 12.1.7** for further details.
- Any amendments to the Solid Waste By-law should be cognizant of potential administrative burdens added to City staff.

12.1.7 By-law Implications

The City of Guelph's Solid Waste By-law will need to be amended in a manner that reflects any changes to waste services provided to commercial and institutional establishments.

Should the City approve of the eligibility criteria and procedural options suggested in **Section 12.1**, then the Solid Waste By-law would need the following amendments:

Eligibility Definitions

- **Eligible Mixed Use Property** – is considered a small building with a commercial business and a residential unit and combined generate less

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than 240L of garbage bi-weekly, 360L of recycling bi-weekly and 80L of organics weekly and is on a residential waste collection route

- **Eligible Institutional Property** – may consist of a place of worship, daycare, senior centre or community centre that generates less than 240L of garbage bi-weekly, 360L of recycling bi-weekly and 80L of organics weekly and is on a waste collection route.

Should the City consider adopting a PAYT system in the future, the by-law will specify the requirements.

A separate “Application to Receive Institutional Waste Services and Terms and Conditions of a City Waste Collection Service Agreement” would need to be developed for the Solid Waste By-law.

13.0 Feedback from Engagement Activities

Public and stakeholder engagement was an important component throughout the Solid Waste Management Master Plan. The recommendations within this report were developed from input received from the Technical Advisory Committee (TAC), the Public Advisory Committee (PAC), the broader public, City staff and the Dillon project team. Refer to the Task 10 Report on Engagement Activities.

Based on the engagement program completed over the course of the Solid Waste Management Master Plan, the stakeholders consulted were generally supportive of the recommendations presented in this report. The preliminary recommendations on IC&I were presented to the PAC and City staff for input. Further input was thought from the broader public through surveys, targeted interviews, and a workshop. Based on the feedback received, the following refinements to the recommendations were made:

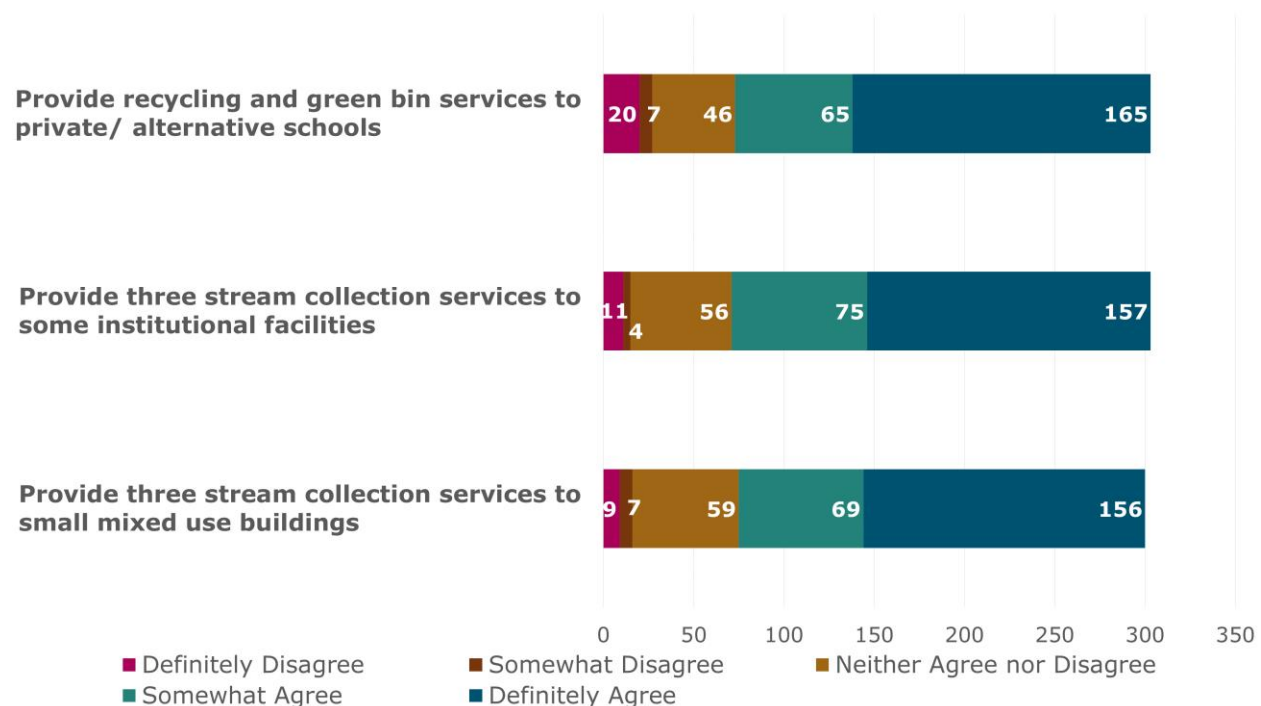
- Acknowledging non-eligible establishments as defined in the Blue Box Regulation; and
- In addition to private/alternative schools, providing green bin services to public schools.

13.1 Summary of Feedback from Engagement Activities

Overall participants were strongly supportive of the approaches for Industrial, Commercial and Institutional Waste Programs and Services. Survey #2 results are provided in **Figure 13.1**.

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Figure 13.1 : Survey #2 Results for IC&I Programs and Services



Other feedback included:

- The industrial, commercial, and institutional sectors should be responsible for paying for the waste they produce
- Bringing industrial, commercial, and institutional sectors into the City system will help with diversion
- Some institutions may not have full control over storing and how individuals sort their waste at the facility
- It's helpful to bring small businesses into the City's service
- Concerns over the City being in the commercial waste business

14.0 Recommendations

Based on the information presented above, the following recommendations are put forward as part of the SWMMP Update relating to the proposed approach for waste collection in the IC&I sector.

14.1 Small mixed use buildings:

- Limit three stream collection services to small mixed use buildings (commercial with a residential component) provided they are:
 - Located on a residential collection route;
 - Generate waste that fits into residential set out limits (80L green, 240L and 360L for blue and grey cart volumes); and
 - Complies with the waste by-law to participate in all waste streams.

One of the first steps will be to inform non-eligible customers that they will no longer receive service.

14.2 Institutional facilities:

- Limit three stream collection services to some institutional facilities (e.g., places of worship, daycares, community centres) if they:
 - Are located on a residential collection route;
 - Generate waste that fits into residential set out limits; and
 - Complies with the waste by-law to participate in all waste streams.
- The City will conduct a review of whether or not non-eligible establishments, as defined in the Blue Box Regulation, will continue to be serviced after the Blue Box transition in 2025.

14.3 Schools:

- Introduce organics collection services to schools not currently receiving City service.
- Continue to provide Blue Box recycling services to schools that have been historically serviced, until transition to full extended producer responsibility in 2026 at which time all schools will fall under the Blue Box Regulation as an eligible source.

Table 14.1 summarizes the proposed option to provide collection services to commercial establishments with a residential component and small institutional facilities.

Table 14.1: Summary Table for Final Recommendations

Collection Services for Commercial and Institutional Properties
<p>Recommendation(s) for Guelph</p> <ul style="list-style-type: none"> • Limit three stream collection services to small mixed use buildings (commercial with a residential component) provided they are: <ul style="list-style-type: none"> ◦ located on a residential collection route; ◦ generate waste that fits into residential set out limits (80L green, 240L and 360L for blue and grey cart volumes); and ◦ complies with the waste by-law to participate in all waste streams. One of the first steps will be to inform non-eligible customers that they will no longer receive service. • Limit three stream collection services to some institutional facilities (e.g., places of worship, daycares, community centres) if they: <ul style="list-style-type: none"> ◦ are located on a residential collection route; ◦ generate waste that fits into residential set out limits; and ◦ comply with the waste by-law to participate in all waste streams. The City will conduct a review of whether or not non-eligible establishments, as defined in the Blue Box Regulation, will continue to be serviced after the Blue Box transition in 2025. • Introduce organics collection services to schools not currently receiving City service. Continue to provide Blue Box recycling services to schools that have been historically serviced, until transition to full extended producer responsibility in 2026 at which time all schools will fall under the Blue Box Regulation as an eligible source.
<p>Legal Context</p> <p>Under Provincial waste regulations, municipalities are under no obligation to provide waste management or diversion services to the IC&I sector. Regulations requiring IC&I establishments to participate in waste diversion (recycling) activities target only the very largest of IC&I establishments and do not target small or medium sized IC&I establishments.</p>

Collection Services for Commercial and Institutional Properties

Service Level Review (In Practice)

The City of Guelph provides some garbage, recycling and organics collection services to some small businesses which are primarily associated with a residence (mixed use) and can add their garbage, recyclables and organics to their existing residential set out. Most of the comparable municipalities surveyed also provide service to small businesses on residential routes that can meet the residential set out.

The City does provide some service to daycares, places of worship and non-profit organizations. Many of the surveyed municipalities provide waste collection services to places of worship but, like Guelph, do not provide waste collection services to non-profits and only a handful of municipalities' service daycares.

The City does not provide waste collection services to public sector schools but provides services to alternative schools. The surveyed municipalities are more likely to provide recycling and green bin collection services but not garbage collection to both public and private schools.

Waste-Free Ontario Act Impacts?

Under the Blue Box Regulation, producers will be required to provide Blue Box collection services to the residential and educational (public and private elementary, middle and secondary schools) sectors but not to the commercial and institutional sectors. Should producers assume responsibility for providing curbside Blue Box collection service to Guelph's residential sector, those commercial and institutional establishment receiving garbage, recyclables and organics collection from the City of Guelph will no longer be eligible to receive Blue Box collection services. The City may be able to negotiate with the Producers to provide the collection service to these facilities establishments and charge back to the City for this extra service but to date, this option has not been addressed by Producers.

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Category	Pros	Cons
Social	<ul style="list-style-type: none"> • Uninterrupted service <p>Reduces safety concerns associated with multiple collection vehicles driving through residential areas</p>	<p>Other commercial and institutions establishments not receiving service may push back due to lack of fairness and equity</p>
Economic	<ul style="list-style-type: none"> • Supports small business and institutional establishments • Provides operational savings to establishments • Economies of scale for provision of service <p>Potential to recoup costs by charging small fee</p>	<ul style="list-style-type: none"> • Other commercial and institutions establishments not experiencing the savings but still subsidizing waste services through taxes • Loss of customers to some private waste management companies • Administrative strain on resources to administer <p>More viable if City decides to assume Blue Box collection service for producers/PRO</p>
Environmental	<ul style="list-style-type: none"> • Promotes diversion • Fewer collection vehicles on the road resulting in reduced GHG emissions, particulate matter and noise • Enables small establishments to have access to waste diversion services that may be too expensive otherwise <p>Potential to reduce food waste going to landfill</p>	<p>None identified</p>

14.4 Path Forward

Once the City of Guelph has approval to phase out waste collection services to larger commercial establishments and institutional facilities that do not meet the revised eligibility criteria, City staff will need to put into place a time line and procedures to remove ineligible establishments from City collection services. The following time line and procedures are proposed:

Timeline

Commercial establishments and institutional facilities would be phased out over a three-year period with timing based on consideration related to whether the property is on a residential route, based on complaints received, incidences of non-compliance and/or level of service level exceedance to the Waste Management By-law.

The City could also allow applications to request approval of exceedances to the service level for compelling reasons for an extended period of time or until there is a change in ownership or until the provincial Blue Box Regulation comes into effect. For non-eligible customers defined under the Blue Box Regulation, the City may continue to provide blue box service until the 2025 transition date, at which time the City will review the provincial changes of making the producers fully responsible for providing blue box services.

Procedures

The City will need to identify those commercial establishments and institutional facilities that no longer qualify for waste collection services. Preliminary estimates show that about 200 locations are currently receiving City collection services.

Once the ineligible establishments and facilities have been identified, they will need to be notified about the change in waste services eligibility and provided with notice when City services will be withdrawn.

The City can provide support to these establishments by identifying some waste collection alternatives.

Collection Alternatives – Removal of City waste services leaves those impacted commercial establishments and institutional facilities with three key alternatives:

- Establish a contract with a private sector waste service provider to collect their garbage, recyclables and organics. The City can provide a list of waste management companies that service these sectors.

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- Encourage businesses and institutional facilities to establish a consortium/collaboration to engage in procurement of waste collection services for all members of the consortium, thus providing more competitive pricing, through economies of scale, for organics, recycling and waste collection services. The City could provide case studies of similar initiatives and contacts in the province, for example the School Board Consortium and municipal consortiums.
- Work with an existing organization, such as the Chamber of Commerce for businesses and institutional associations to establish waste service tenders for all members. As with the consortium example above, this approach should provide more competitive pricing, through economies of scale, for organics, recycling and waste collection services. The City could provide case studies of similar initiatives and contacts in the province.

Collaboration Case Studies:

Our Food Future Pilot– The Circular Innovation Council is piloting a regional service system in the Guelph/Wellington County region to provide a shared organics collection and consolidation system targeting the IC&I sector. Employing a co-operative financial model, that mimics the residential model, costs will be shared by users/generators through a buying consortium. The project will improve the collection of edible food for rescue, and source separated organics and packaged foods for de-packaging and/or composting from participating IC&I establishments.

Red Deer, AB –The City established a tender to award waste collection services for residential and commercial properties to a single waste management company and post the fees. With this unique approach, the City has in effect established a cooperative to provide waste collection services to all residential and non-residential properties, which is governed in its Utility by-law. All non-residential properties, including businesses and institutions, receive consistent and fair collection, removal and disposal of solid waste, recyclables, and seasonal yard waste within the City.

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York Region, ON – York Region comprises nine area municipalities: Markham, Richmond Hill, Vaughan, Aurora, East Gwillimbury, Georgina, King, Newmarket, and Whitchurch-Stouffville. The nine lower tier municipalities are responsible for provision of waste collection services, including garbage, Blue Box recyclables and organics. In 2006, the Mayors and CAOs of the six northern area municipalities in York Region (Aurora, East Gwillimbury, Georgina, King, Newmarket, and Whitchurch-Stouffville) form a partnership to maximize efficiencies and/or service improvements. In 2007, the “Northern Six” municipalities released a joint tender for a ten-year collections contract from 2007 to 2017. The collaborative was considered a success by achieving significant cost savings, and helping each municipality double its waste diversion rates with the introduction of green bin and recycling programs.

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Appendix A

Letter to Comparative Municipalities

Appendix available upon request.



Appendix B

Municipal Comparative Questionnaire

Appendix available upon request.



Appendix C

Responses from Comparative Municipalities

Appendix available upon request.

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Appendix D

Additional Research on Other Comparative Municipalities

Appendix available upon request.