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<b>TO:</b>	<b>CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON JULY 21, 2014</b>
<b>FROM:</b>	<b>JAY STANFORD, M.A., M.P.A. DIRECTOR, ENVIRONMENT, FLEET &amp; SOLID WASTE</b>
<b>SUBJECT</b>	<b>INTERIM WASTE DIVERSION PLAN 2014-2015</b>

<b>RECOMMENDATION</b>
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That on the recommendation of the Director, Environment, Fleet & Solid Waste the following actions **BE TAKEN**;

- a) The report Interim Waste Diversion Plan 2014-2015 **BE RECEIVED**;
- b) The establishment of a northend EnviroDepot at the Adelaide Works Yard be delayed for a minimum of two years to allow for the completion of the City Works Yard Operational and Capital Needs Assessment **BE APPROVED**;
- c) The increase in space of the Try Recycling North EnviroDepot to accommodate more yard materials and fall leaves for September 1, 2014 (Phase 1) and the expansion to accept household garbage (for a fee), Blue Box recyclables, electronics, tires, batteries, compact fluorescent light bulbs, empty oil & antifreeze containers and propane tanks on or before April 1, 2015 (Phase 2) **BE APPROVED** noting the operating costs have already been budgeted for;
- d) An increase of \$60,000 per year in the contract with Try Recycling Inc. dated September 28, 2009 **BE APPROVED** to cover the increased operating costs of the Try Recycling North EnviroDepot until December 30, 2016; in accordance with Procurement of Goods and Services Policy, Section 20.3 (Contract Amendments), sub-section (e) (ii);
- e) The provision of two Blue Boxes (instead of one) at no cost to newly constructed homes beginning August 1, 2014 **BE APPROVED** noting the additional cost of \$5,000 per year for the second Blue Box can be accommodated within the existing operating budget by reallocating funds from broader community outreach to focused initiatives;
- f) The selling of recycling carts to multi-residential buildings at cost as of January 1, 2015 **BE APPROVED**;
- g) The addition of mixed polycoat (e.g., hot/cold beverage cups, ice cream tubs) and blister packaging to the Blue Box program beginning October 1, 2014 **BE APPROVED** subject to approval of the extension of the Blue Box collection contract with Miller Waste Systems Inc.; it being noted that these items are being added to the recycling program at no additional cost;
- h) That staff **BE DIRECTED** to prepare and submit to Civic Works Committee in the Fall 2014:
  - i. a report examining the advantages and disadvantages of reduced container limits for garbage;
  - ii. a business plan for a community composting pilot project;
  - iii. a business plan for a food waste reduction pilot project, and
  - iv. a report examining the implementation of incentives programs that encourage recycling including the Gold Box program; and,
- i) The hiring of students (total of 26 weeks per year) in Solid Waste Management at a cost of \$14,300 per year to assist with implementation of the *Interim Waste Diversion Plan 2014-2015* **BE APPROVED** it being noted that the cost of the students can be accommodated within the existing operating budget by reallocating funds from broader community outreach to focused initiatives;

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**PREVIOUS REPORTS PERTINENT TO THIS MATTER**

Relevant reports that can be found at [www.london.ca](http://www.london.ca) under City Hall (Meetings) include:

- Updates – Proposed Waste Reduction Act and Related Matters for Financing the Blue Box Program (February 3, 2014 meeting of the Civic Works Committee (CWC), Item #8)
- Waste Diversion and Garbage Collection Updates (November 25, 2013 meeting of the CWC, Item #7)
- Status Report: Update of Road Map to Maximize Waste Diversion 2.0 (July 22, 2013 meeting of the CWC, Item #14)
- Status – Green Bin and Modified Garbage Collection Pilot Project (October 1, 2012 meeting of the CWC, Item #4)
- Solid Waste Management Updates (April 23, 2012 meeting of the CWC, Item #17)
- Interim Business Plan for the Green Bin Program and Zero Waste Strategies (January 11, 2010 meeting of the Environment & Transportation Committee (ETC), Item #11)
- Waste Diversion Strategy Public Consultation Document and Recent Waste Diversion Initiatives – *A Road Map to Maximize Waste Diversion* in London (December 10, 2007 meeting of ETC, Agenda Item # 9)

**BACKGROUND**

**PURPOSE:**

The purpose of this report is to receive the report *Interim Waste Diversion Plan 2014-2015* (provided under separate cover) and approve portions of the plan for implementation.

**CONTEXT:**

In December 2007 the document *A Road Map to Maximize Waste Diversion in London* (Road Map 1.0) was released for public comment and input. This document looked at a wide range of program changes, initiatives and new measures to increase waste diversion. Following extensive consultation and feedback on the Road Map the *Interim Business Plan for the Green Bin Program and Zero Waste Initiatives* (Interim Business Plan) was developed and approved by Council in January 2010. The Interim Business Plan required Council approval of each proposed individual program change, initiative or new measure before they could be implemented.

In February 2013, staff informed Council that the vast majority of the proposed initiatives in the Interim Business Plan had been implemented and a report would be coming that would provide an update to the status of the original Road Map 1.0 and look at potential next steps for achieving higher waste diversion and resource recovery.

In December 2013 Council received the document *Road Map 2.0 – The Road to Increased Resource Recovery and Zero Waste* (Road Map 2.0) which looks at further program changes, initiatives and new measures that would increase waste diversion and passed the following resolution:

*“...c) the report entitled “Road Map 2.0 – The Road to Increased Resource Recovery and Zero Waste” BE RECEIVED and BE APPROVED for release for the purpose of public engagement, which will include outreach through traditional media, social media, the City’s website and at community events between January 2, 2014 and April 30, 2014;...”*

For most of 2013 and the early part of 2014, proposed new provincial legislation called Bill 91 (Waste Reduction Act, 2013) had the potential to significantly change how waste diversion worked and was financed in Ontario. This piece of legislation would strongly influence the 3 to 5 year (or 3 to 10 year period) of London’s Road Map report. However, this piece of legislation and initial

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dialogue on potential accompanying regulations were pulled from discussion when the provincial election was called. It is City staff’s understanding that it will take a portion of 2014 and part of 2015 to resurrect a revised version of Bill 91 and/or a new Bill to pick up from where Bill 91 left off.

For this primary reason, local community input was used to develop an Interim Waste Diversion Plan, 2014-2015 that only covers the next 18 months and includes initiatives and programs that potential changes to waste management funding and legislation are unlikely to have an impact on.

**DISCUSSION**

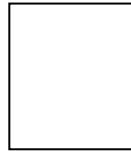
**Part A: Community Engagement**

The City undertook a comprehensive community engagement program for Road Map 2.0 between January and April 2014. Details of this community engagement are summarized in Table 1. Additional details on the community engagement program and the input received are provided in the report Interim Waste Diversion Plan 2014 – 2015 (Interim Plan).

**Table 1 – Community Engagement on Road Map 2.0**

<b>Community Engagement</b>	<b>Details</b>	<b>Quantity of Feedback</b>
City Website	<ul style="list-style-type: none"> <li>• Dedicated page on City website with information, Road Map 2.0 and opportunity for feedback</li> </ul>	<ul style="list-style-type: none"> <li>• Over 250 webpage visits</li> <li>• 130 residents provided written feedback</li> </ul>
Community Events and Outreach Displays	<ul style="list-style-type: none"> <li>• London Home Builder’s Lifestyle Home Show</li> <li>• London CityGreen (open 6 days/week in April)</li> <li>• Presentations to community groups (e.g., ACE, TREA)</li> <li>• Unstaffed interactive display at community centers, libraries, City recreation facilities (19 locations)</li> <li>• Distributed over 1,000 Road Map 2.0 four page summary reports “<i>How to Reduce our Waste</i>”</li> </ul>	<ul style="list-style-type: none"> <li>• 290 residents provided written feedback; many more residents provided verbal comments on a range of waste diversion subject matters</li> </ul>
Social and Traditional Media	<ul style="list-style-type: none"> <li>• Asked for Road Map 2.0 feedback on City Facebook page and Twitter feed</li> <li>• Advertising Campaign:                             <ul style="list-style-type: none"> <li>○ Waste Diversion Ontario In-kind ad space: London Free Press 4 page summary report and ads in London Community News and The Londoner</li> <li>○ LTC bus shelter ad panels, 50 locations for 4 weeks</li> <li>○ Posters &amp; signage in community centres, Beer Stores, LCBO, etc.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• 20 emails</li> <li>• 3 letters</li> <li>• 3 phone calls</li> </ul>
Public Opinion Survey	<ul style="list-style-type: none"> <li>• March 2014 public opinion survey by Nordex Research that included questions on the level of satisfaction with recycling and yard materials collection</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of systematic, proportional random sample (300 residents)</li> </ul>

A summary of the feedback received for the various programs and initiatives in Road Map 2.0 is presented in Appendix A. Overall there was general public support for the Road Map 2.0 and the proposed initiatives. During the community engagement portion of the Road Map, additional dialogue with Londoners occurred but could not be quantified. The five initiatives receiving the most written comments are listed on Table 2.



**Table 2 – Road Map 2.0 Initiatives Receiving the Most Comments**

Initiative/Program from Road Map 2.0	Feedback Received	Response
Delay Green Bin decision until new, emerging and next generation resource recovery review is complete	<ul style="list-style-type: none"> <li>• &gt;80 responses</li> <li>• 10% agree</li> <li>• 90% do not want Green Bin delayed</li> </ul>	No change is recommended. City should continue to delay implementation of Green Bin based on technical reasons and public opinion survey presented in Road Map 2.0. Food waste reduction and community composting pilot initiatives will be included in Interim Plan to look at reducing organics in waste stream.
Explore reduced container limits with or without a user pay system for “extra” curbside garbage	<ul style="list-style-type: none"> <li>• &gt;80 responses</li> <li>• 70% support for reduced container limits</li> </ul>	Initiative will be included in Interim Plan; previously scheduled for consideration in 2016-2018 period in draft Road Map 2.0.
Increase targeted education/ awareness programs for selected Blue Box materials	<ul style="list-style-type: none"> <li>• &gt;50 responses</li> <li>• 100% support</li> </ul>	Scheduled for consideration in 2014 - 2015 in Draft Road Map 2.0; will not be part of Interim Plan; continue education and awareness at existing level but explore incentive options for increasing capture and improving quality.
North end EnviroDepot	<ul style="list-style-type: none"> <li>• &gt;40 responses</li> <li>• 98% support</li> </ul>	Expansion of Try Recycling North Depot in a two phases is proposed.
Add mixed polycoat & blister packaging to the Blue Box program	<ul style="list-style-type: none"> <li>• &gt;40 responses</li> <li>• 100% support</li> </ul>	Initiative will be included in Interim Plan. Scheduled for consideration in 2014-2015 in Road Map 2.0.

**Part B: Interim Waste Diversion Plan 2014-2015**

There are several factors which are beyond the control of the City of London that may have a dramatic impact on the funding, timing and requirements of many of the waste diversion initiatives and programs contained in the Road Map 2.0. As noted in the Context section, the demise of Bill 91 (Waste Diversion Act, 2013) has a significant ripple effect on many short and longer term programs and initiatives associated with waste diversion in London. The proposed direction of Bill 91 and associated discussions was central to London’s future direction.

Other related factors beyond the City’s control are discussed in Appendix B and include the decision of the arbitrator in Fall 2014 on how much industry stewards are to contribute towards Blue Box funding, continual changes to the mix of recyclables being collected and changing commodity prices.

For these reasons, the Interim Plan only includes initiatives and programs that potential changes to waste management funding and legislation are unlikely to have an impact on and can be implemented over the next 18 months. Also taken into consideration in developing the Interim Plan was input from the community engagement process and the cost of the program or initiative.

The programs or initiatives included in the Interim Plan are listed in Table 3 and discussed in detail in the report called Interim Waste Diversion Plan 2014 – 2015. The Interim Plan includes the four programs and initiatives that were identified in the Road Map 2.0 as ‘underway’ and ‘for early adoption’ plus five additional elements from the Road Map 2.0. Also included on Table 3 is a brief rationale for moving forward now, cost impacts, status and next steps.

Additional staff resources are required to assist with the implementation of parts of the Interim Plan including the community composting pilot and the food reduction awareness pilot. Without additional staff resources, those portions of the Interim Plan will likely need to be delayed or higher costs incurred because of the use of consultants. It is proposed to hire students for a total of 26 weeks of work per year at a cost of approximately \$13,400 per year. The increased staff costs can be accommodated within the existing budget by reallocating funds from broader community outreach to focused initiatives.

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**Table 3 – Proposed Programs/Initiative for Interim Waste Diversion Plan**

#	Initiative/Program	Comment/Cost Impact	Status/Action	
<b>‘Underway’ and ‘For Early Adoption’</b>	1	Two-phased Expansion of Northend EnviroDepot for 2.5 Year Period	<ul style="list-style-type: none"> <li>• Carry over from Road Map 1.0</li> <li>• Strong public support from respondents; The north end of the City continues to be underserved</li> <li>• Longer term permanent solution has been delayed due to available land use challenges at the existing Adelaide Works Yard and the need for a comprehensive Works Yard in the north end</li> <li>• A two-phased interim EnviroDepot solution at Try Recycling is proposed that can be achieved with available, approved funding</li> <li>• Annual operating of \$60,000 has been included in 2014 Budget</li> </ul>	<ul style="list-style-type: none"> <li>• Phase 1 – Sept. 1, 2014</li> <li>• Phase 2 - Tentative spring, 2015</li> <li>• Council approval required to adjust contract</li> </ul>
	2	Provide two Blue Boxes (instead of one) to new homes	<ul style="list-style-type: none"> <li>• “Early adoption” initiative from Road Map 2.0</li> <li>• This will assist in separating recyclable materials</li> <li>• Approximate annual budget of \$5,000 can be shifted from community outreach to Blue Box purchase</li> </ul>	<ul style="list-style-type: none"> <li>• Aug. 1, 2014 start</li> <li>• Council approval required to implement</li> </ul>
	3	Sell recycling carts to multi-residential building owners at cost	<ul style="list-style-type: none"> <li>• “Early adoption” initiative from Road Map 2.0</li> <li>• Purchasing recycling carts on behalf of building owners reduces costs due to economies of scale</li> <li>• This initiative is full cost recovery therefore no budget impact</li> </ul>	<ul style="list-style-type: none"> <li>• Jan. 1, 2015 start</li> <li>• Council approval required to implement</li> </ul>
	4	Add vegetable oil and used motor oil to EnviroDepots	<ul style="list-style-type: none"> <li>• Early adoption” initiative from Road Map 2.0</li> </ul>	In progress
<b>Additional initiatives from Road Map 2.0</b>	5	Add mixed polycost (e.g., hot/cold beverage cups) and blister packaging to Blue Box program	<ul style="list-style-type: none"> <li>• Strong public support from respondents</li> <li>• These items are being added to the recycling program at no additional cost; subject to approval of the extension of the Blue Box collection contract with Miller Waste Systems Inc. (separate report to Civic Works Committee)</li> </ul>	<ul style="list-style-type: none"> <li>• Oct. 1, 2014 start</li> <li>• Council approval required to implement</li> </ul>
	6	Examine reduced container limits for garbage	<ul style="list-style-type: none"> <li>• Public support from respondents</li> </ul>	Business and implementation plans for Fall, 2014
	7	Begin a community composting pilot project	<ul style="list-style-type: none"> <li>• Public support from respondents for diversion of organics; delay of Green Bin allows time to investigate</li> </ul>	
	8	Begin food reduction awareness pilot project	<ul style="list-style-type: none"> <li>• Public support from respondents for diversion of organics; delay of Green Bin allows time to investigate</li> </ul>	
	9	Examine incentive options for Blue Box recycling	<ul style="list-style-type: none"> <li>• Strong public support from respondents</li> <li>• Potential to reduce program costs</li> </ul>	

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**ACKNOWLEDGEMENTS**

This report was prepared with the assistance of Mike Losee, Manager, Solid Waste Engineering & Planning and Anne Boyd, Waste Diversion Coordinator.

<b>PREPARED BY:</b>	
<b>WESLEY ABBOTT, P. ENG.                  DIVISION MANAGER                  SOLID WASTE MANAGEMENT</b>	
<b>PREPARED AND RECOMMENDED BY:</b>	<b>REVIEWED &amp; CONCURRED BY:</b>
<b>JAY STANFORD, M.A., M.P.A.                  DIRECTOR, ENVIRONMENT, FLEET &amp;                  SOLID WASTE</b>	<b>JOHN BRAAM, P.ENG.                  MANAGING DIRECTOR, ENVIRONMENTAL                  &amp; ENGINEERING SERVICES &amp; CITY                  ENGINEER</b>

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- Appendix A Summary of Community Feedback Received on Road Map 2.0
- Appendix B Summary of Factors Potentially Affecting Waste Diversion in the Province of Ontario

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**APPENDIX A**

**SUMMARY OF COMMUNITY FEEDBACK RECEIVED ON ROAD MAP 2.0**

Year	Proposed Programs/Initiatives	General Support		Suggested Alternatives/Comments
		Yes	No	
2013	• North end EnviroDepot	49	1	
	• Delay Green Bin	9	78	
Early 2014 Adoption	• Two Blue Boxes for new homes	28	3	• Different colours for paper and container boxes
	• Multi-residential recycling cart purchase program	30	0	
	• Vegetable oil and used motor oil collection to the EnviroDepots	26	1	• Vegetable oil drop off for commercial, not residential • Exemption period at curb
Further Investigation in the Short Term (2014 to 2015)	• Add mixed polycoat & blister packaging to the Blue Box program	49	0	
	• Sell Blue Boxes at EnviroDepots at cost	29	0	
	• Front end bin cardboard collection at multi-residential buildings	27	0	
	• Start downtown cardboard collection	24	0	• Full Blue Box recycling recommended by five
	• Increase public space recycling	36	0	
	• Facilitate purchase of recycling services by BIAs/commercial areas	29	0	
	• targeted education/awareness programs for selected Blue Box materials	54	0	
	• Increase education and awareness funding (as budgets permit)	10	3	• Blue Box program should be standardized across Ontario
	• Explore source reduction of food waste	3	0	
• Examine the role of community composting	13	1		

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**SUMMARY OF COMMUNITY FEEDBACK RECEIVED ON ROAD MAP 2.0**

Year	Proposed Programs/Initiatives	General Support		Suggested Alternatives/Comments
		Yes	No	
<i>Further investigation in the Mid-term (2016 to 2019)</i>	<ul style="list-style-type: none"> <li>Add single use batteries and metal cookware to the Blue Box program</li> </ul>	28	0	
	<ul style="list-style-type: none"> <li>Provide replacement Blue Boxes to residents</li> </ul>	28	3	<ul style="list-style-type: none"> <li>Only provide to those that request</li> </ul>
	<ul style="list-style-type: none"> <li>Add paint, expanded foam polystyrene, carpets and mattresses to EnviroDepots</li> </ul>	39	1	<ul style="list-style-type: none"> <li>Ban the use of expanded foam polystyrene</li> <li>Exemption period at curb</li> </ul>
	<ul style="list-style-type: none"> <li>Increase home composting</li> </ul>	25	5	<ul style="list-style-type: none"> <li>Too difficult in winter</li> <li>Not possible in apartments</li> </ul>
	<ul style="list-style-type: none"> <li>Explore a reduced bag limit with user pay system for extra garbage</li> </ul>	59	23	<ul style="list-style-type: none"> <li>User pay for bulky items</li> <li>User pay after Green Bin implemented</li> <li>Limit bulky item collection to four times a year</li> </ul>
	<ul style="list-style-type: none"> <li>Begin semi-annual curbside collection of electronics, scrap metal and batteries</li> </ul>	1	0	<ul style="list-style-type: none"> <li>Retailers already take-back</li> </ul>
<i>Delayed – Future Consideration</i>	<ul style="list-style-type: none"> <li>Add film plastic, expanded foam polystyrene and textiles to the Blue Box</li> </ul>	25	0	<ul style="list-style-type: none"> <li>Add light bulbs</li> </ul>
	<ul style="list-style-type: none"> <li>Add film plastic to the EnviroDepots</li> </ul>	29	1	<ul style="list-style-type: none"> <li>Can be taken back to grocery stores</li> </ul>
	<ul style="list-style-type: none"> <li>Examine full User Pay for garbage</li> </ul>	5	0	
	<ul style="list-style-type: none"> <li>Mandatory Recycling Bylaw (with and without clear bags for garbage)</li> </ul>	26	11	

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**SUMMARY OF COMMUNITY FEEDBACK RECEIVED ON ROAD MAP 2.0**

Year	Proposed Programs/Initiatives	General Support		Suggested Alternatives/ Comments
		Yes	No	
<i>Financial Considerations</i>	• 40-45% Diversion = \$60,000 to \$120,000 (\$0.35 - \$0.70 per hhld)	3	0	
	• 45-50% Diversion = \$800,000 to \$1,000,000 (\$5 - \$6 per household)	8	0	
	• 50-60% Diversion = \$3,800,000 to \$5,000,000 (\$23-\$29 per household)	6	0	
	• 60-80% Diversion = 6,000,000 to 10,000,000 (\$35 -\$60 per household)	23	0	
<i>Other Potential Initiatives</i>	• Recycling Containers at community mail boxes for paper	7	0	
	• Reducing over-circulation of flyers and newspapers	9	0	
	• Take Back programs	4	0	
	• Furniture re-use/exchange programs	5	0	
	• School programs	4	0	
	• Community workshops	1	0	
	• Incentives for living green	3	0	
	• Newsletters to residents/neighbourhood groups	4	0	
	• Support resident groups and ambassador and volunteer programs	1	0	
	• Waste reward programs for top performing residents (i.e. gold box)	5	0	
	• Encouraging smarter consumer practices	2	0	
• All of the Above	22	0		

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**APPENDIX B**

**SUMMARY OF FACTORS POTENTIALLY AFFECTING WASTE DIVERSION IN THE PROVINCE OF ONTARIO**

Bill 91 (Waste Reduction Act, 2013)

Bill 91 was in second reading and died when the Provincial election was called. This Bill would have shifted existing Industry Funding Programs for tires, electronics, household special waste and the Blue Box program to individual producer programs. Most costs of the Blue Box recycling system would also have been shifted to the producers. It is possible that funding to the City would have increased as much as \$2 million to \$2.5 million. This piece of legislation was also going to strongly influence the 3 to 5 year (or 3 to 10 year period) of London’s Road Map report.

It is City staff’s understanding that the government is likely to resurrect a revised version of Bill 91 and/or a new Bill to pick up from where Bill 91 left off.

Blue Box Funding Under Current Program

The current *Waste Diversion Act, 2002* states that stewards (product manufacturers) should pay 50% of the Blue Box Program costs. In reality they pay 50% of a negotiated theoretical cost based on “best practices” and other assumptions which is less than 50% of the actual cost. AMO is concerned as there appears to be a significant and widening ‘gap’ between the negotiated costs that are funded and the actual reported municipal costs to operate the Blue Box Program.

Negotiations between municipalities and the stewards for payments in 2014 stalled and resulted in the two sides going to arbitration starting in May. The decision of the arbitrator is expected sometime in the fall.

Changing Recycling Material Composition

The mix of recyclable materials is rapidly changing. The changes are due to industry introducing new packaging or modifying existing packaging, changing consumer habits and new products being introduced. Examples of recent changes include:

- More fruits and vegetables in “clamshell” packaging
- An increase in light weight and multi material packaging
- Plastic containers replacing glass, aluminum and steel
- An increase in plastic stand-up pouches and “tetra packs” for food products
- Consumers reading more newspapers and magazines online which reduces the amount of paper for recycling
- An increase in cardboard as more people shop online

Published projections suggest that by 2025 the amount of newsprint generated by the average household will drop 40% while the generation of most containers types will increase by 25% to 60%. Overall these trends will increase the cost of recycling.

Recycling End Markets

In 2013 the average recycling revenue in Ontario was second lowest in a decade (\$107 per tonne). Only revenue during the financial crisis of 2009 was lower. Markets in 2014 have started to rebound. Weak recycling end-markets provide less money to implement new programs and initiatives.

The City’s Material Recovery Facility is typically able to generate revenue that is 15% higher than the provincial average.