



The Corporation of the City of Cornwall
Regular Meeting of Council
Report

Department: Infrastructure and Municipal Works
Division: Environment
Report Number: 2020-360-Infrastructure and Municipal Works
Prepared By: Carl Goodwin, Division Manager
Meeting Date: September 14, 2020
Subject: Solid Waste By-Law Amendment – Bag and Container Limit

Purpose

To obtain Council approval to amend the Solid Waste Bylaw in order to revise the curbside set out limit of garbage bags and containers.

Recommendation

- a) That Council approve the amendment of Schedule B of By-law Number 2019-034, the Solid Waste By-law, to reduce the bag and container limit from 6 bags or 3 containers, to 2 bags or 1 container as outlined in this report;
- b) Subject to approval of Recommendation #1, that Council direct Administration to develop a bag tag implementation program report for consideration at a subsequent Council meeting;
- c) That Council approve the development and implementation of a user pay service for the collection of large items;
- d) That Council direct Administration to provide a progress report to Council in the Spring 2021 regarding the average bag set out rate and recycling participation rate among householders.

There are no financial implications at this time.

Strategic Priority Implications

Being leaders in sustainability and climate change impact.

4. Education on recycling & waste reduction

Background / Discussion

On April 1st, 2019 By-law 2019-034 known as the Solid Waste Bylaw, was enacted to regulate the collection, removal and disposal of municipal solid waste in the City of Cornwall. A copy of the bylaw is attached for reference. The new by-law introduced a 6 bag or 3 container limit for curbside collection of waste at residential properties, the elimination of Bulky Items collected with regular collection and the implementation of garbage and recycling carts for Institutional, Commercial & Industrial (ICI) and multi unit residential properties. The garbage and recycling carts were implemented through the summer and fall months of 2019.

Residential Curbside Overview

Currently, the City provides service to residents once weekly for garbage and recycling collection. Additionally, the City offers a weekly Leaf and Yard waste collection for 8 weeks in the spring and 8 weeks in the fall. In Summer 2020, Leaf and Yard Waste Collection was expanded to bi-weekly collection, diverting nearly 500 tonnes of additional Leaf and Yard Waste from the City's Landfill. The Leaf and Yard Waste program diverts all collected material to the City's Compost Facility, where the material is naturally processed into valuable composted soil which the City offers to our residents free of charge.

The recycling collected during the curbside collection is processed at the Material Recovery Facility (MRF) where it is sorted, baled and resold at market for recycling use in new products.

The 'remaining' waste, collected at curbside is delivered into the City's operating Landfill cell at the tipping face, where it is compacted and covered with soil daily to control odours and nuisance animals.

There are approximately 17,000 single family residential locations where garbage and recycling are collected on a weekly basis. The chart below shows the monthly total weight of garbage collected at curb side for residential, multi unit

residential, Industrial, Commercial & Industrial (ICI) properties for the past 3 years including the year-to-date data.

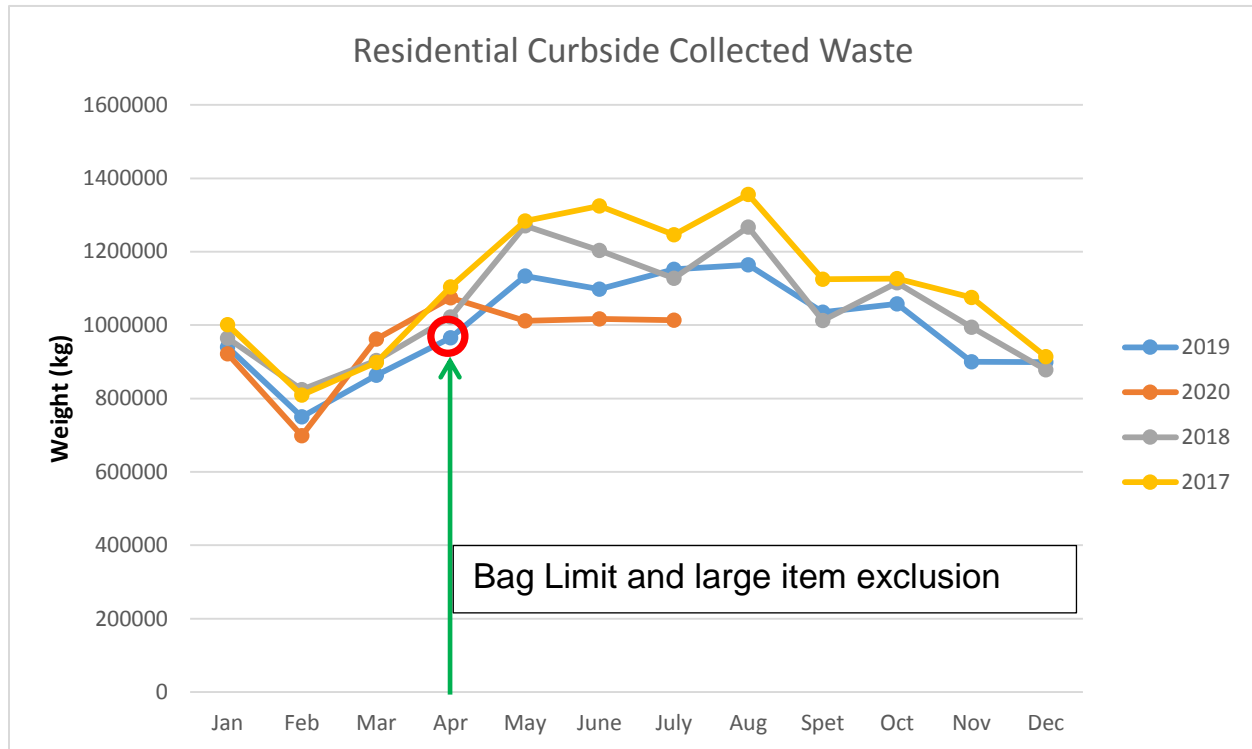


Figure 1. Monthly Total kilograms residential waste added to landfill

The 6 bag or 3 container limit was introduced in April 1 of 2019 (green line). There appears to be no significant change that occurred with the introduction of the 6 bag or 3 container limit for curbside garbage collection. This is expected.

The Waste Management Division performed a visual curbside audit in the Fall of 2018, prior to the implementation of the 6 bag or 3 container limit. The results yielded a 2.2 bag average per household. The same study was performed in the spring of 2020, almost 12 months after the implementation of the 6 bag or 3 container limit. The results concluded that the average set out per household has remained constant at 2.2 bags. An interesting observation from the study was that on average if a household had more than 2 bags of garbage at the curb, they did not participate in the curbside recycling program. When removing the 'Over 2s' from the results, the average garbage bag set-out per household is 1.9.



A 2019 online consultation through Survey Monkey (approximately 295 respondents) showed that 35% of respondents selected they would like to see a 1 bag limit, 34% selected they would like to see a 2 bag limit. The survey results suggest that the majority of residents in the City of Cornwall would support a 2 bag limit.

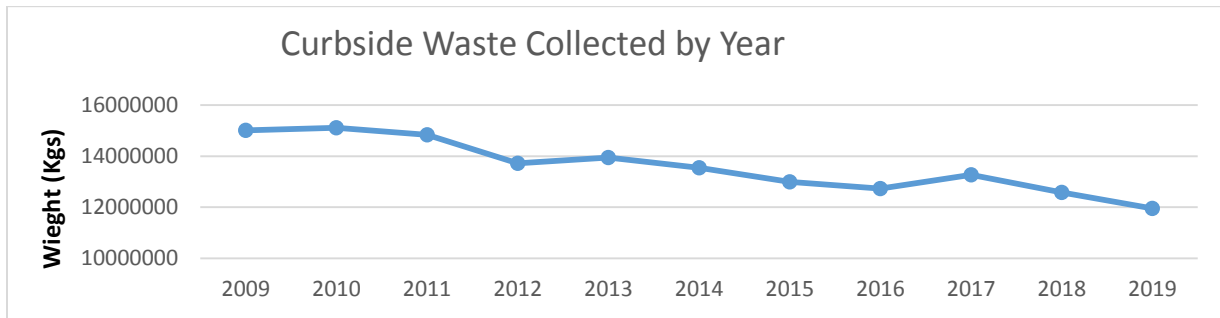


Figure 2. Total Curbside Garbage Collected by Year

The chart above shows that curbside collection has been trending down for over 10 years. This is consistent with trends seen across municipalities in Ontario and Canada. This chart supports the observation that the 6 bag or 3 container limit had minimal effect on curbside garbage tonnage. Waste at curbside is reducing by global changes to packaging as well as other waste reduction and recycling efforts by Cornwall's residents.

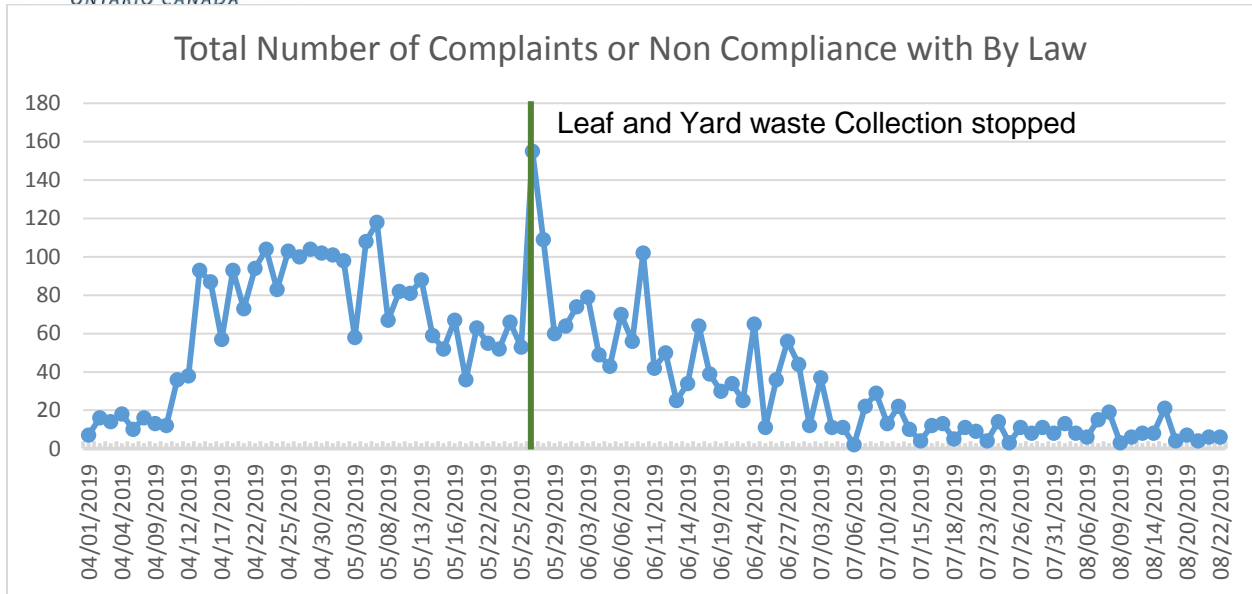


Figure 3. Compliant or Compliance Summary

Figure 3 above depicts a summary of non-compliance which are instances when waste that was left at the curb with notices and complaints received by the Waste Management Division and the collection contractor.

As expected, there was a period of time required by householders and business owners to adapt to the new by-law and the new contractor. It took 3 months for complaints and noncompliance orders to return to a more normal number of occurrences. This is an important observation to consider when planning the next steps to extend the life of the landfill such as the implementation of an organics collection program or other diversion initiatives. It is expected that each change in bag limits, restrictions on curbside items or other diversion initiatives will produce a similar response as householders develop understanding and new habits.

Subject to Council approval, the Waste Management Division is proposing a launch of the 2 bag or 1 container limit, introduction of bag tags and development of a user pay large item collection service through 3 implementation phases. A comprehensive promotion campaign will pre-empt each phase.

Administration has liaised with DFA Infrastructure International Inc., the consultant who developed our full cost recovery analysis of the landfill operations and closure, to conduct the cost recovery analysis of benefits and concerns associated with an integrated bag tag system for curbside and large item collection.

The following paragraphs outlines the proposed implementation phases.

Phase 1 - Reduce Bag and Container Limit

It is recommended that Council amend Schedule B of the Solid Waste By-law to reduce the bag and container limit from 6 bags or 3 containers, to 2 bags or 1 container commencing the week of October 5, 2020. It is proposed that initially a 'soft launch' of the 2 bag or 1 container limit be implemented. Initially the contractor will still collect the extra bags after the limit is set to 2 bags or 1 container but record those locations where the limits have been exceeded. This will allow the City and contractor to identify the houses who are over 2 bags or 1 container, creating an opportunity for public education and engagement on an individual basis. The Waste Management Division will be interacting with householders and listening to their concerns about the new limits. For example, our staff would assist them with the purchase of a recycling box. The Division would collect information about barriers to reduction in bags or containers placed at the curb. The information will be used for future program design and for use in Phases 2 and 3.

Upon completion of Phase 1 and 2, commencing January 4, 2021, the Waste Management Division will commence a one month public notice campaign advertising that full enforcement of the bag and container limit will commence on the week of February 1, 2020. The Division will escalate to by-law enforcement for those households who are repeatedly found in non-compliance. Bylaw consequences may include: orders to remedy; fines; removal of the waste at the householder's cost.

Subject to Council approval, Administration would establish a “bag tag” system whereby householders could purchase tags to be fastened to those garbage bags or containers set at the curb which exceed the proposed limit of 2 bags or 1 container. The purchased bag tag will ensure pick up of additional bags or containers by the City’s curbside collection contractor. Bag tags can be considered an equity-based system where users pay for additional service as required. Bag tags allow individuals to decide to increase their level of service to better suit their needs and pay for the additional bags and level of service accordingly. By pairing the reduction of the bag limit with service levels options (bag tags) creates options for customers that did not exist before. This method has been shown to increase customer satisfaction while reducing garbage going to landfill.

Research on the effects of bag tags have demonstrated that the bag tags assist customers by providing some cognitive triggers. For example: *“You notice that you are adding a tag to a bag and that tag cost you money. You notice that everything you put in the recycling box cost you nothing. So maybe more items can go in the recycling box?”*

The Waste Management Division recommends preparing a report for Council consideration regarding the implementation of a bag tag program for residential and multi residential and as well as a large item user pay collection service. DFA Infrastructure International Inc., who also performed the landfill full cost study, has completed a review of bag tags in Ontario and the potential benefit of implementation in Cornwall. Should Council wish to proceed with this concept, Administration will prepare a subsequent Council report outlining the details associated with the proposed bag tag program such as cost of bag tags and points of purchase.

Phase 3- Bulk Item Collection

The most common complaints or concerns heard from householders, other than missed collections, is that the City does not offer a program for residents to properly dispose of bulky waste items. Examples of bulky waste items include furniture, appliances, mattresses etc. The Division would recommend the procurement of an outside contractor for residents to be able to pay for a ‘large item tag’ and have the item collected as per an established collection schedule. The Division will co-ordinate with the commissioned contractor and non-profit reuse centers to divert slightly used items to fund social programs.



The cost of this large item bag tag would be established through a business case development that considers a cost recovery model for the contractor's service and the savings to landfill operations of diversion.

Effects on By Law Enforcement

It is important to note that the experiences of other municipalities has shown that when bag tags and large item pick up is implemented at the same time as bag limit reductions there is no change seen to illegal dumping and/or other by law infractions. The details of this experience are listed in the Bag Tag report by DFA Infrastructure International Inc.

Further Consideration Regarding Bag and Container Limits

As required by the province the Waste Management Division is conducting an organics feasibility study. By 2022, municipalities must have commenced a phased-in ban of residential generated organics from landfill disposal. The Waste Management Division may recommend lowering the bag limit from 2 bags to 1 at the same time as the introduction of an organics collection program in order to provide a secondary incentive for organics separation. Again, if a bag tag system is in place then residents would have service level options during the transition while at the same time have an incentive to develop new habits.

Document Title:	Solid Waste By-law Amendment - Bag and Container Limit - 2020-360-IMW.docx
Attachments:	- Bylaw 2019-034.pdf
Final Approval Date:	Sep 9, 2020

This report and all of its attachments were approved and signed as outlined below:

Carl Goodwin - Sep 9, 2020 - 11:43 AM

Bill de Wit - Sep 9, 2020 - 12:24 PM

Maureen Adams - Sep 9, 2020 - 2:48 PM