



Staff Report

Report Title: 2024 Garbage Collection Contract

Prepared By: John Yungblut, C.E.T., Director of Public Works

Department: Public Works

Date: Nov. 20, 2023

Report Number: PW-2023-11-55

File Number: C11 PW23

Attachments: Draft Waste Management By-Law, redline changes to Waste Management By-law

Recommendation:

THAT the Township of Huron-Kinloss Committee of the Whole hereby receives for information, Report Number PW-2023-11-55, prepared by John Yungblut, Director of Public Works;

AND FURTHER approves the changes to the Waste Management By-Law and authorizes the appropriate by-law be brought forward as a matters arising at tonights meeting.

Background:

2024 Garbage Collection Contract

The Township's current contract for the collection and disposal of curbside garbage expires on March 31, 2024. The Township has engaged the services of Bruce Area Solid Waste Recycling (BASWR) for many years and while Township staff have no concerns with their performance, we decided that now is the time to solicit bids for garbage collection services.

Township staff discussed several waste collection strategies both internally and with other municipalities that are currently in the process of renewing garbage collection contracts. We decided to issue an RFP that includes the following options:

Option 1: Curbside garbage to be collected and disposed of at another licensed landfill.

Option 2: Curbside garbage to be collected and disposed of at the Huron Landfill, which is consistent with our previous contracts.

The rationale for including Option 1 in the RFP is twofold:

1. We are anticipating that the Huron Landfill will not be able to accept landfilled solid waste after 2029 and it is unlikely that we will have additional capacity that is approved by the Ministry and ready for waste disposal by this date. Diverting the curbside waste to another site starting in 2024 will help to extend the life of the Huron Landfill. In 2022 and so far in 2023, approximately 30% of the garbage that has been landfilled at the Huron Landfill is from curbside waste.

2. Our Environmental Compliance Approval (ECA) from the Ministry of Environment requires that a qualified Landfill staff member is present while all waste is being disposed of at the Huron Landfill. It has become extremely difficult to meet this requirement while ensuring we have adequate staffing on site during public operating hours in addition to the other maintenance operations that must be completed when we're not open to the public. Proceeding with Option 1 would eliminate this issue.

For reference, a summary of landfilled waste is included in the table below. Please note that any yard waste that had to be landfilled is not included in this summary.

Year	Commercial (tonnes)	Curbside Garbage (tonnes)	Residential (tonnes)	Total Landfilled Waste
2018	1,555	425	1,499	3,479
2019	636	421	1,323	2,380
2020	685	890	1,194	2,769
2021	1,365	402	803	2,570
2022	1,742	860	378	2,980
2023 (Jan. – Oct)	1,124	658	358	2,140

Waste Management By-Law

A critical supporting document in our next garbage collection contract is our Waste Management By-Law, which needs updating to reflect the current procedures that are in place. A red lined version of the current by-law is attached to this report, for Council to review suggested changes. The resulting draft by-law with suggested changes incorporated is also included.

Most of the proposed changes are simply updating outdated information to include materials that are currently accepted (or not accepted) at our landfills and the deletion of references to the Mid-Huron Landfill, which closed in 2018.

The only suggested change that is not currently implemented is increasing the maximum garbage bag weight limit from 11 kg (25 lbs) to 18 kg (40 lbs) to be more consistent with other municipalities in our area. Township staff researched the garbage weight limits of ten other municipalities and found that only two others have the same 11 kg weight limit:

Municipality	Bag Weight Limit
Brockton	18 kg (40 lbs)
South Bruce	18 kg (40 lbs)
Saugeen Shores	11 kg (25 lbs)
Kincardine	11 kg (25 lbs)
Arran-Elderslie	18 kg (40 lbs)
South Bruce Peninsula	18 kg (40 lbs)
Northern Bruce Peninsula	22 kg (50 lbs)
Goderich	20 kg (44 lbs)
North Huron	20 kg (44 lbs)
Ashfield-Colborne-Wawanosh	20 kg (44 lbs)

Township staff are planning to receive proposals by mid December and prepare a report to Council in January with a recommendation to award the garbage collection contract.

Discussion:

2024 Garbage Collection Contract

Based on the curbside garbage collected in 2022 and what has been collected in 2023 so far, it appears reasonable to project that we should expect to divert approximately 850 tonnes of garbage to another landfill without affecting the service provided to ratepayers under Option 1. In addition, the Township could implement other relatively simple strategies to further reduce the amount of solid waste being landfilled at the Huron Landfill such as increasing tipping fees and charging more for bagged garbage at the landfill than the cost of a bag tag. This would encourage the use of our curbside collection program.

There are other external factors that could also help to reduce our annual landfill volume such as the expanded blue box program in 2026 and a potential green bin program that is currently being investigated by the County of Bruce.

Township staff continue to investigate other diversion programs, such as yard waste composting and building materials such as asphalt shingles and drywall. The main issue preventing the implementation of these programs is the lack of available land at the Huron Landfill that will allow us to comply with Ministry requirements. There is available land at the Kinloss Landfill for these programs, however, we don't

currently have adequate staffing or equipment available to adequately monitor and maintain them at this location.

Based on the Kinloss Landfill Expansion report that was prepared by Dillon Consulting, the only feasible approach to utilizing the remaining capacity of the Kinloss Landfill is to mine the existing solid waste and recovering the original approved airspace with the intent on eventually acquiring additional land to further increase landfill capacity. The estimated cost of developing the Kinloss Landfill, even without acquiring additional land, is \$6,500,000-\$9,400,000 depending on the site development details (ie. scale, scale house, office, entrance, site security, potable water source, septic system and leaching collection system).

Township staff are also exploring the potential of acquiring additional capacity at the Huron Landfill, however, we are still in the process of resolving existing drainage concerns with the Ministry and it is unclear if we are going to be able to satisfy the Ministry requirements if we increase the final elevation a second time.

At this point, the most feasible path forward once the Huron Landfill closes, will likely be to convert the site to a transfer station until we are able to secure landfill capacity. At that point, we could make use of the licenced landfill area at the Huron Landfill to implement the various waste diversion programs that have been outlined in this report.

Waste Management By-Law

On the surface, increasing the bag weight limit may seem like we are disincentivizing residents to reduce the amount of garbage they produce, but in reality, Township staff have not seen the currently weight limit implemented consistently. Our observation is that a significant amount of the bags set out at the curb are likely overweight, so some drivers tag the bag for being overweight and others collect them anyway. Changing the maximum weight to a more reasonable capacity of a standard garbage bag should result in a more consistent application of the weight limit regardless of which driver is collecting.

Financial Impacts

If the next garbage collection contract is awarded before the 2024 Budget Meeting, we will have the ability to include the cost of the new contract in the 2024 Operating Budget.

Strategic Alignment / Link:

We are an accessible community by being open and transparent.

We are an environmentally conscious community that are good stewards of our natural environment by being aware and taking responsibility.

Respectfully Submitted By:

John Yungblut, Director of Public Works

Approved By:

Mary Rose Walden, Chief Administrative Officer