



Township of Douro-Dummer Agenda for a Special Meeting of Council

**Tuesday, April 16, 2024, 4:00 p.m.
Council Chambers in the Municipal Building**

Please note, that Council may, by general consensus, change the order of the agenda, without prior notification, in order to expedite the efficiency of conducting business

Hybrid Meetings

Regular and Special meetings of Council are being held in person and electronically. Regular Meetings are recorded and live-streamed on the Township YouTube channel. Special Meetings will be recorded and live-streamed where feasible.

To watch the meeting live or access a recording please visit the Township's YouTube Channel
https://www.youtube.com/channel/UCPpzm-uRBZRDjB89o2X6R_A

Pages

1. Reason(s) for Special Meeting:

To allow for the presentation from the County of Peterborough regarding garbage and organics programs.

2. Land Acknowledgement

3. Disclosure of Pecuniary Interest:

4. Adoption of Agenda: April 16, 2024

5. Delegations, Petitions or Presentations:

5.1 Kerri Snoddy, County of Peterborough and Betsy Varghese, Dillon Consulting - Presentations on Garbage and Organics Programs

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6. Adjournment

County of Peterborough Garbage Upload Analysis

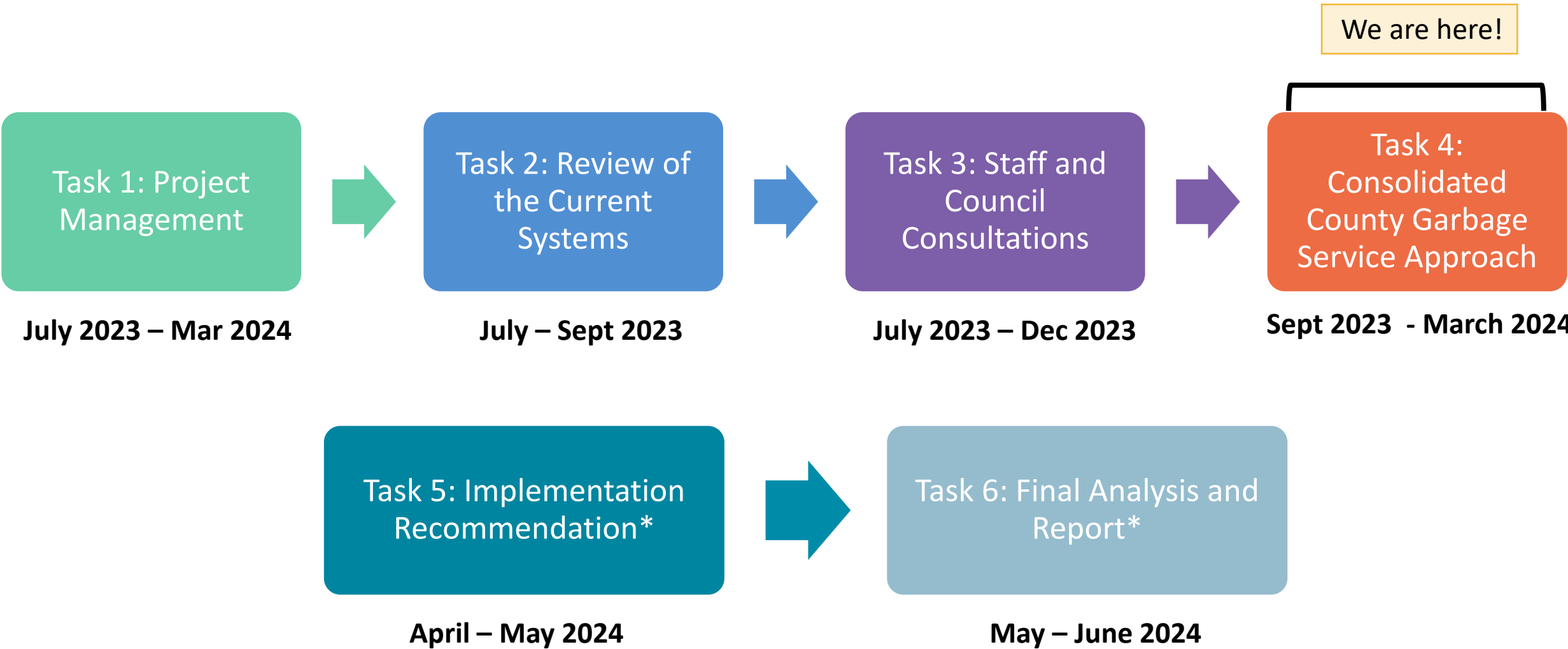
Proposed Consolidated Approach

Township Council Presentation

Agenda

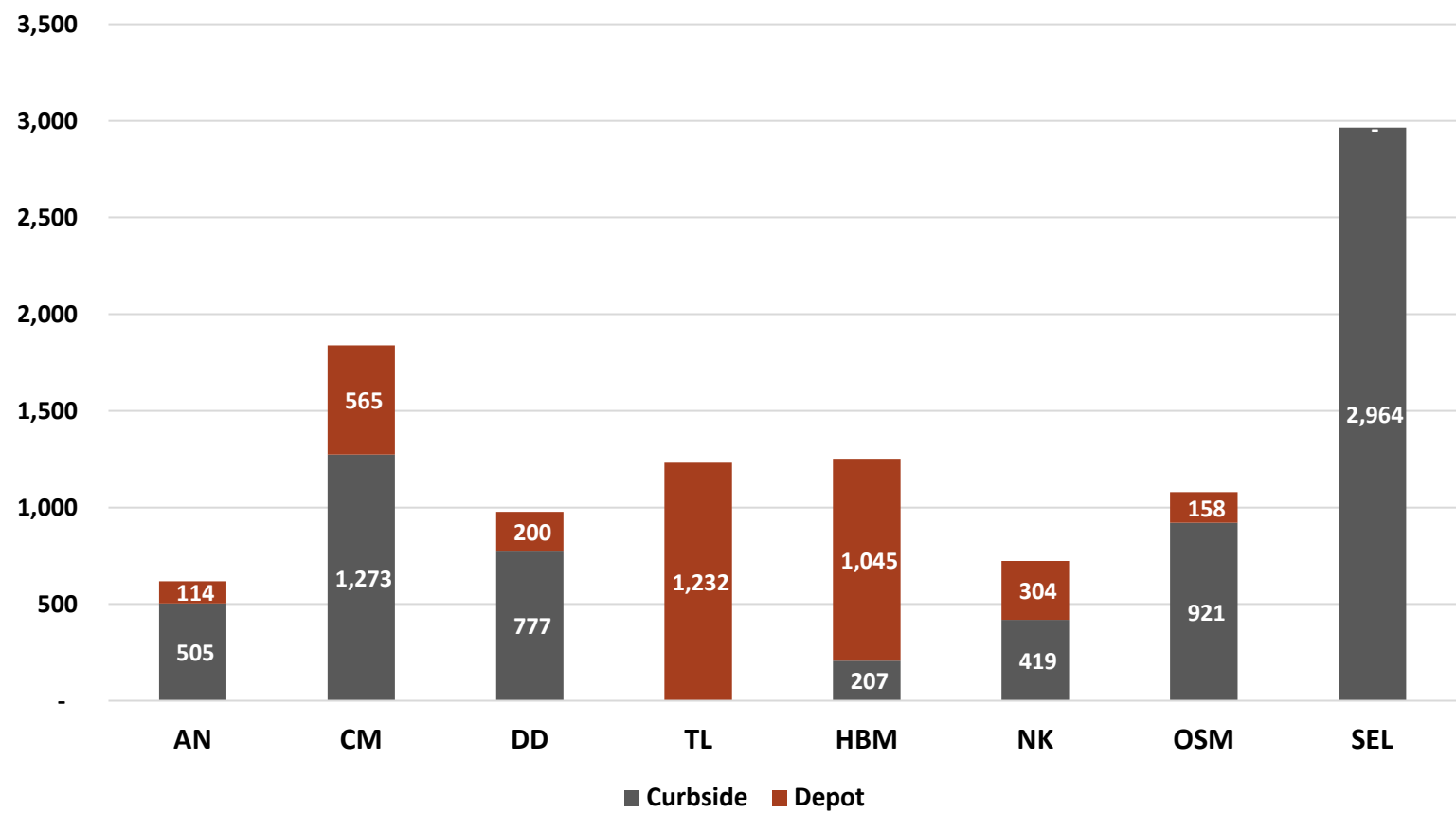
- Project Background
- Recap
- Proposed Consolidated Approach
 - Assumptions for Consolidated Approach
 - Service Level Impact Analysis
 - Roll-out Recommendations
 - Staffing/Transition Requirements and Changes to Fees and By-laws
 - Pros and Cons Associated with Consolidated Approach
 - Collection System Modeling
 - Financial Impact Analysis
 - Feedback from Township Interviews #2
- County Council Resolution No. 57-2024

Project Background

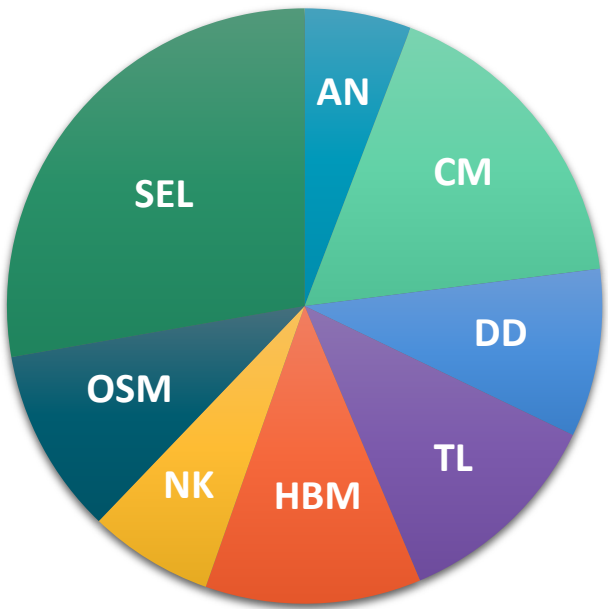


How much garbage are we talking about?

2022 Garbage Tonnages - Curbside and Depot (MT)



Total Garbage Distribution (MT)



Strengths

Clear Bags

- Has become easier as the program matures
- Enforcement works

Bag Tags

- Has become easier as the program matures
- Has improved diversion

Staff

- Good relationships and communication with private contractor

Issues and Challenges

Equipment

- Contractor does not have a lot of backup equipment and trucks breaks down regularly causing collection delays

Animals

- Animals getting into bags and bins left at transfer stations and Townships are responsible for clean up

Customer Service

- Townships expressed concern over current customer service for County recycling program

Opportunities

Staff Time

- Frees up staff time who previously handled complaints as this would be a County responsibility. Township staff tend to be the first point of contact for complaints.

In-house Efficiencies

- Townships are interested in in-house efficiencies gained from transitioning to a County-wide garbage program.

Education

- Clarification is required for who would be responsible for Promotion and Education

Assumptions for Consolidated Approach

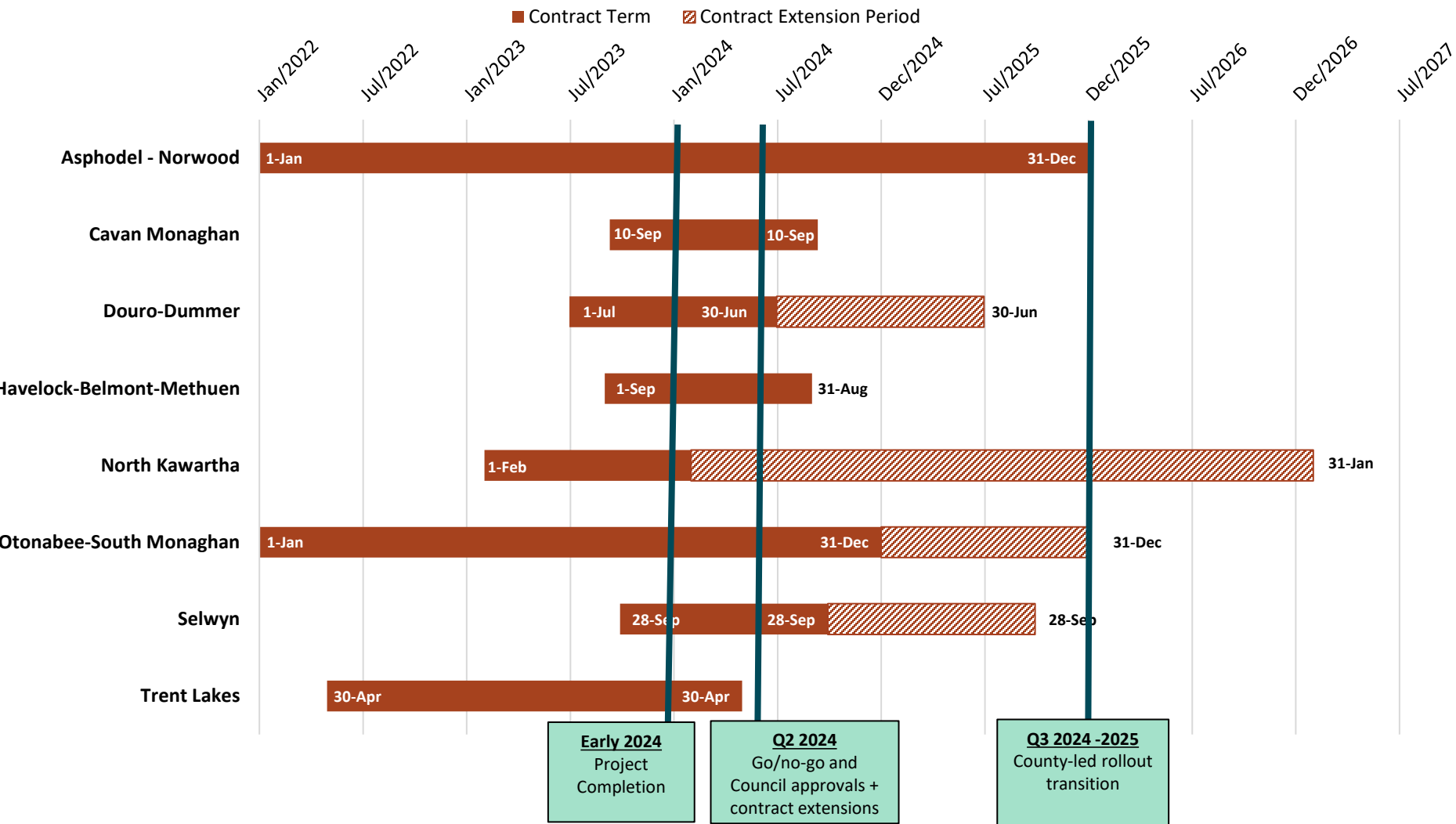
- Two Base Cases were carried throughout the analysis:
 - Base Case 1 – all 8 municipalities opt-in to a consolidated approach.
 - Base Case 2 – 7 municipalities opt-in to a consolidated approach (less Cavan Monaghan)
- The proposed approach will **maintain the same level of service** currently provided by Townships (as directed by County Council) which includes:
 - All properties that currently receive curbside garbage collection will continue to receive collection;
 - Weekly garbage collection; and
 - Use of clear bags for garbage.
- Townships will retain ownership and operation of their respective transfer stations.
- To provide a consistent program across the County, changes are required for some municipalities to their bag limits and/or bag tag program.

Changes to Bag Limits and Bag Tags

Township	Change to Bag Limits	Change to Bag Tag Requirements
Consolidated Approach	Residential: 2 bags/week Commercial: 6 bags/week	N/A – the program will not involve the use of bag tags
Asphodel Norwood	No change	Yes
Douro Dummer	Residential: From 1 bag/week to 2 bags/week	Yes
Havelock Belmont Methuen	Residential: From 1 bag/week to 2 bags/week	Yes
Otonabee – South Monaghan	Residential: No change Commercial: From 4 bag/week to 6 bags/week	No
North Kawartha	Residential: From 1 bag/week (with up to two additional bags with a bag tag) to 2 bags/week Commercial: From 2 bags/week (with up to 5 additional bags with a bag tag) to 6 bags/week	Yes
Selwyn	Residential: From 2 bags/week (with one additional bag with a bag tag) to 2 bags/week. Commercial: From 4 bags/week to 6 bag/week	Yes
Trent Lakes	No change.	No

Note that customer service inquiries for the proposed County-wide curbside garbage program would be directed to the County. Customer service inquiries for concerns at the transfer station will still be directed towards Township depot staff.

Roll-out Recommendations



Additional Considerations

- ✓ RFP for a County-led garbage collection contract
- ✓ Contract terms of and conditions of existing Township contracts
- ✓ Blue Box Transition



Staffing Requirements and Changes to Rates, Fees, and By-laws

County Staffing and Transition Requirements

- County anticipates current staffing levels may be sufficient to handle garbage collection program. Additional temporary staffing may be required to manage initial resident inquiries.
- County and Townships to have a dedicated County-led Transition Team to oversee transition plan development and implementation to meet target transition date

Changes to Rates and Fees

- The proposed consolidated approach will be funded through taxation.
- Only residents that receive service would pay for the service.

Changes to By-laws

- County will update their by-law to establish jurisdictional power to govern the provision of curbside garbage collection services to the public.
- The townships will repeal and adopt new revised by-laws that reference the new County by-law and set out the level of service that they will continue to provide.

Pros and Cons Associated with Consolidated Approach

Considerations	Pros	Cons
Modifications to bag limits and collection days		✓
Initial customer confusion around new program		✓
Uncertainty surrounding costs due to changing market conditions		✓
Uncertainty regarding Townships opting in/out of the approach		✓
Having a single contract to negotiate, implement and maintain	✓	
Consistent P&E across the County	✓	
Consistent delivery of service across the County	✓	
Simplified customer service and contract administration/management	✓	
More efficient collection route and reduced number of vehicles travelling on County roads	✓	
Potential efficiencies if new waste diversion collection programs are introduced as it can be managed under one contract.	✓	

Collection System Model

- Model used to aid in the financial analysis and to determine potential efficiencies with consolidating collection contracts
- Inputs to collection system model:
 - Households served;
 - Number of collection weeks per year;
 - Collection route factors (e.g., distance between households, average speed on route, hauling distance to waste facility, average off-route speed, dumping time, crew size, collection days, etc.);
 - Annual garbage and organics tonnages; and
 - Collection vehicle information (e.g., capacity, compartments, compaction ratio).

Collection System Model - Scenarios

Scenario	Description
1. All Townships – Base Case 1	• 7 separate collection systems, one for each Township
2. All Townships (less CM) – Base Case 2	• 6 separate collection systems
3. County	• County collection system for all households under BC 1
4. County (less CM)	• County collection system for all households under BC 2
5. Combination	• Combination of various Townships with an approximate of households between 10,000 – 20,000
6. Organics	• Separate County organics collection contract for all households under BC 1
7. Organics (less CM)	• Separate County organics collection contract for all households under BC 2
8. Waste and Organics	• County co-collection contract for all households under BC 1
9. Waste and Organics (less CM)	• County co-collection contract for all households under BC 2
10. Waste (bi-weekly) and Organics	• County co-collection contract with bi-weekly waste collection for all households under BC 1
11. Waste (bi-weekly) and Organics (less CM)	• County co-collection contract with bi-weekly waste collection for all households under BC 2

Collection System Model - Vehicle Efficiencies

Scenario	Standard Collection Vehicle Reduction	Small Collection Vehicle Reduction
3 – County vs Base Case 1	3	1
4 – County (less CM) vs Base Case 2	3	1
5 – Combination vs Base Case 1	3-5	1-3
8 – Waste and Organics vs. Base Case 1 and 6 - Organics	7	4
9 – Waste and Organics (less CM) vs. Base Case 2 and 7 – Organics (less CM)	7	3
8 – Waste and Organics vs. 10 - Waste (biweekly) and Organics	Even week – 1 additional vehicle required Odd week - 1	Even week – 1 additional vehicle required Odd week - 1
9 – Waste and Organics (less CM) vs. 11 - Waste (biweekly) and Organics (less CM)	Even week – 1 additional vehicle required Odd week – Same number of vehicles	Even week – Same number of vehicles Odd week – Same number of vehicles

High-Level Financial Analysis

- Purpose was to determine potential cost savings associated with a consolidated approach.
- Inputs to financial model:
 - Township collection and disposal contracts (2019-2023);
 - Township curbside and transfer station garbage tonnages collected (2018-2023);
 - Township waste collection schedule and household data;
 - County Waste Management Financial Statements (2018-2021); and
 - Collection System Modelling.

Financial Impacts to Townships

Curbside Collection Contracts

- Combined value of all garbage collection contracts is ~\$1.44 million (or \$1.09 million without CM).
- Cost savings will occur if the County's collection contract is less than the total value of the Townships contracts.

Staffing/Administrative Costs

- There is no dedicated staff at the Townships that manage contracts and time spent is not tracked or budgeted separately.
- Townships will continue to handle some customer service inquiries (e.g., at transfer stations).
- No reduction in staffing levels is anticipated and any time previously spent on such activities would be re-directed to other work. As such, no cost savings relating to Township staffing is anticipated.

Financial Impacts to County (Annual)

Scenario	Township Contracts	County Curbside Contract Range	% Savings	Potential Savings Range
All Households	\$1,447,401	\$969,578 - \$1,085,551	25-33%	\$361,850 - \$477,823
All Households (less CM)	\$1,097,146	\$789,945 - \$877,717	20-28%	\$219,429 - \$307,201
70-85% of Households	\$1,013,181	\$729,490 - \$810,545	20-28%	\$202,636 - \$289,691
50-65% of Households	\$723,700	\$578,960 - \$615,145	15-20%	\$108,555 - \$144,740
35-45% of Households	\$506,950	\$430,602-\$455,931	10-15%	\$50,659 - \$75,988

For All Households, the potential per household savings is in the range of \$13.71 - \$18.11 (or \$9.72 - \$13.61 without CM). This cost savings could be used to fund the implementation of an organics collection program or reduce the individual property tax rate for WM services

Financial Impacts to County

Bin Collection and Haulage

- County would also upload the cost of collecting transfer station bins and hauling for disposal – therefore no cost savings would be anticipated.
- From the data received, an exact cost total was not possible to calculate. However, based on 2023 garbage tonnages and per bin unit costs, a conservative estimate for collection and hauling is approximately \$450,000 per year.

Staffing/Administrative Costs

- County would assume responsibility for management and maintenance of the consolidated contract and some customer service inquiries typically handled by Townships.
- County staff would need to dedicate more time during the first six months of the contract to adjust to the new program including the anticipated higher volume of customer inquiries.
- An estimated additional 0.5 FTE would be required to manage the contract and household inquiries.
- Staffing requirements will need to be confirmed during transition planning and development of the staffing plan.

Financial Impacts to County – Co-collection with Organics

- A **high-level annual cost estimation** of a separate organics collection contract would be in the range of \$800,000 - \$1,000,000 (or \$650,000 - \$850,000 without CM)

Scenario	Contract Type	Estimated Contract Cost	Cost / Household
County	Separate garbage & organics contract	\$1.77 M- \$2.09 M	\$67- \$79
County (less CM)	Separate garbage & organics contract	\$1.44 M - \$1.73 M	\$64 - \$77
County	Co-collection contract	\$1.29 M - \$1.57 M	\$49 - \$59
County (less CM)	Co-collection contract	\$1.05 M - \$ 1.39 M	\$47 - \$61

For All Households, the potential per household savings is in the range of \$18 - \$20 (or \$15 - \$17 without CM).

Feedback from Townships

- Second round of interviews completed in Jan 2024 with all Townships
- Feedback related to:
 - Efficiencies the proposed approach may bring (e.g., reduced number of vehicles, cost efficiencies as a result of co-collecting with organics);
 - Opportunities to provide input on the program;
 - Opportunities to opt-in/out of the program at a later date; and
 - Questions regarding the handling of residential inquiries and missed collections.

No.	Township Question	County / Dillon Response
1	Will there be opportunities to opt out now and opt in later into the approach?	County: If the County proceeds to the point where garbage is uploaded to the County for the Townships that have opted into the approach, the County would do one of the following: <ul style="list-style-type: none"> A. Provide provisional pricing in the contract for Townships who may opt in later; or B. Provide Townships the opportunity to opt in later when there is a contract change.
2	If the County adds staff to accommodate the new program, how will this impact costs?	Dillon: We have assumed that the current County staff is sufficient to manage the new program, as they have transferrable skills gained from managing the County-led recycling program. Further, the financial analysis has estimated an additional 0.5 FTE may be needed to handle initial household inquiries and contract management as the County adjusts to the proposed program. This position is temporary and has been factored into the financial analysis.
3	For the County-led recycling program, many residents still call Townships to handle inquiries. How will the County ensure that the number of calls to the Townships is reduced?	County: We understand and hear this concern. The handling of customer service inquiries will be a key component in the roll out of the P&E campaign if garbage is uploaded to the County. Note that there will be consistent messaging across the County about curbside garbage collection. Townships can also transfer calls to the County regarding the curbside garbage program.
4	Does the financial analysis assume common collection days?	Dillon: The financial analysis assumed that curbside collection across the County would be spread out over 5 days. There is potential for a change in collection days.

County Council Resolution No. 57-2024

Dillon Consulting and County staff have been directed to present to the local municipalities and *request a motion from each Council to be sent to County Council indicating either a) or b) below:*

- a) That the Township supports inclusion of the local municipality to the implementation costing process; noting that this **does not mean** that the local municipality is committed to/supports the uploading of garbage collection services to the County.
- a) That the Township does not wish to be included in the implementation costing process of the garbage upload study AND that the County staff report back to County Council for a decision regarding the engagement results from the Townships and referral to implementation phase costing, if applicable.

Discussion



County Organics Program



Douro Dummer
March 19, 2024

Why Implement a County Organics Program?

- Initiative outlined in the County's Waste Management Master Plan
- Will allow County to meet our goal of 60% diversion by 2030
- Could extend lifespan of our landfill by 2-3 years
- There is resident demand
- Many neighboring municipalities have implemented successful programs
- The province may ban food waste from landfill by 2030
- Will significantly reduce the County's greenhouse gas emissions
- Opportunities for efficiencies with other material collection



Option 1. Curbside Organics Program



- Weekly curbside collection
- Current residential and commercial properties
- Purchase and deliver green bins & kitchen catchers
- Organics processed at City organics facility
- Could be co-collected with other materials, resulting in lower impacts on roads

Option 1. Curbside Organics Program



Pros

- Familiar, less of learning curve, less work
- More items (pet waste, fats and grease)
- Easier to measure diversion
- Encourage partnership with City
- Could co-collect with other materials

Cons

- More expensive
- Potential for more GHG emissions
- Not every resident can participate
- Wildlife concerns

Option 2. Countertop Composters

- Provide countertop composters to all households
- RFP to include delivery, customer service, extended warranty, maintenance
- Extensive ongoing promotion and education
- Phased in over suggested 3-year period



Option 2. Countertop Composters

Pros

- Least expensive option
- Lower GHG emissions, less impact on roads
- Residents can benefit from bi-product
- County would be a leader-first in Ontario
- Less wildlife concerns
- All households could participate
- Not contingent on garbage upload study
- Very positive results from pilot programs

Cons

- Less items (pet waste, fats and grease)
- More education needed
- May be considered more work
- Harder to measure diversion
- Units will need to be replaced



Option 3. Hybrid

- Combination of curbside and countertop composters (for residents that don't have collection)
- Could be co-collected with other materials



Option 3. Hybrid

Pros

- All households could participate

Cons

- Most expensive
- Different programs could cause confusion
- Households may want to participate in a different program than available to them

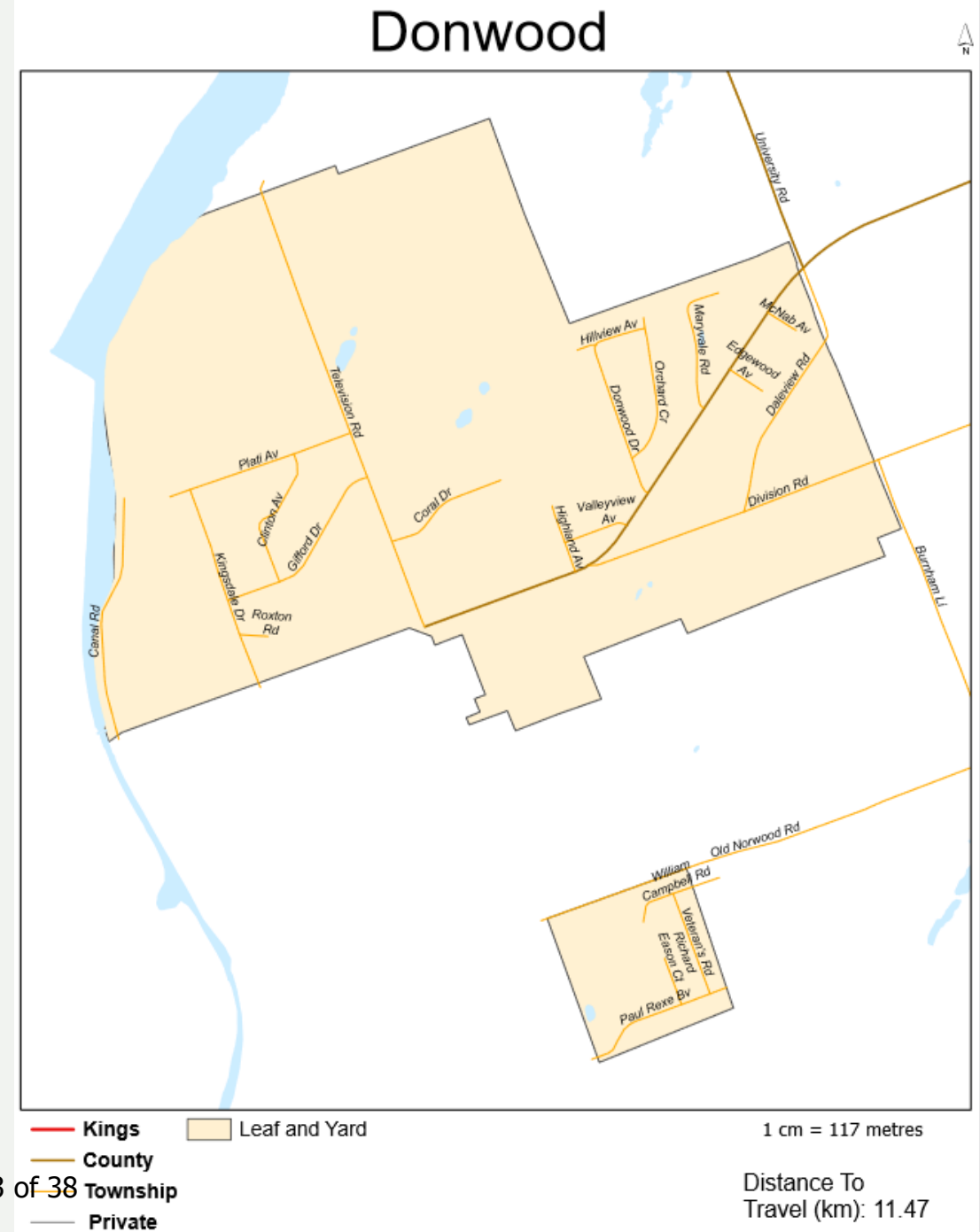


Option 4. Urban Area Collection Only

- County Council suggested option-not recommended by staff
- Curbside collection in urban areas
County currently collects leaf and yard waste (7,250 households)
- In Douro Dummer this would include Donwood
- Diversion could be up to 1,200 tonnes per year if full participation



Option 4. Urban Area Collection Only



Option 4. Urban Area Collection Only

Pros

- Least expensive option

Cons

- Lower diversion/minimal landfill site life extension
- Low participation rate
- Customer service challenges/frustration
- No efficiencies/Economies of Scale





Considerations

- Participation would benefit greatly if garbage collection reduced to every other week
- Strong promotion and education program required for all options
- Spring/summer start up time ideal
- Continue to offer Molok drop off

Financial Impact

- Estimates-true costs unknown until RFP
- May be funding opportunities to offset
- First year implementation costs highest

Average Annual Cost for first 10 years					
Option 1. Curbside Organics Only	Option 1. Curbside Organics with Garbage	Option 2. Countertop Composter s	Option 3. Hybrid Organics Only	Option 3. Hybrid Organics with Garbage	Option 4. Urban Area Collection Only
\$3,190,000	\$2,279,000	\$1,879,000	\$3,697,000	\$2,787,000	\$879,000



Conclusion

- County Waste Management Committee has recommended County Council Consider Option 1. Curbside Organics Collection
- County Council looking for Township feedback before making any decision

Public Works - Waste Management
Kerri Snoddy, Manager of Waste Management
Re: PPW 2024-04 County Wide Organics Options Review
Resolution No. 58-2024

Moved by Councillor Armstrong
Seconded by Councillor Graham

That Report PPW 2024-04, County Wide Organics Option Review, be received;

That County staff be directed to present to the local municipalities (to coincide with waste upload study presentation date), requesting a motion from each Council be sent to County Council indicating either a) or b) below:

1. That the Township supports the County continuing to investigate a County Wide Organics Program and provides direction to the County as to what methods of organic collection they would like considered, including curbside for all, curbside for urban only, or other considerations;

or

2. That the Township does not wish to proceed with a County Wide Organics Program; and

That County staff report back to County Council with respect to a County Organics Program options at the same time as the report back for a decision with respect to the garbage upload study engagement results with the Townships and referral to implementation phase costing, if applicable.

Carried