

Waste Diversion Regulation for the Industrial, Commercial and Institutional Sector – Program Service Level

ISSUE

The new waste management regulation for Industrial, Commercial and Institutional (ICI) sector requires a support and education program to promote bylaw compliance, advance diversion targets and address stakeholder expectations. This report details the recommended service level for operating the program that is prepared to launch in January 2022, including customer service, education, enforcement, exemption and data and continuous improvement.

A business plan option for operational funding in alignment with the proposed service level has been included in the 2022-2023 Multi-year Budget and Business Plan for consideration.

BACKGROUND

At its meeting on August 30, 2021, City Council passed Bylaw No. 9775, *The Waste Amendment Bylaw, 2021*. The amendment added recycling and organics requirements and program details for the ICI sector waste diversion regulation.

At its meeting on August 23, 2021, the Governance and Priorities Committee received the 2022-2023 Business Plan and Budget Options report which included the operating option: Industrial, Commercial, and Institutional (ICI) Sector Waste Diversion Regulation – Operations and Sustainment.

At its meeting on May 3, 2021, the Standing Policy Committee on Environment, Utilities and Corporate Services received the Waste Diversion Regulation for the Industrial, Commercial and Institutional Sector – Implementation Update report which provided revised timelines due to COVID-19 impacts.

At its meeting on January 27, 2020, [City Council approved requirements](#) to enhance waste diversion in the Industrial, Commercial, and Institutional sector. The option approved by City Council included:

- The development of a comprehensive education and support program aimed at increasing compliance by making the process easy to understand, offer resources for the business, and reduce administrative burden for the business.
- A projected annual operating cost between \$220,000 to \$340,000 (depending on level of enforcement), including 1.2 to 2.2 FTEs for administration and enforcement officers, plus ongoing communications.

CURRENT STATUS

Amendments to the Waste Bylaw are complete and an operating service level for the program has been developed. The program is ready to proceed with staffing and

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training in January 2022, pending funding approval during the 2022/2023 Business Plan and Budget deliberations.

Current Service Level

The 2016 Waste Characterization Study estimates that 68% of waste generated in Saskatoon comes from the ICI sector. Most of this waste is managed by private sector haulers and landfills.

The City has a small number of services available to the ICI sector, which are not proposed to change:

- The City's Landfill which is open to any customer;
- Commercial garbage collections (355 customers in 2020);
- Compost Depots (7% of visits were commercial in 2020); and
- Recycling depots at two partner locations: Cosmopolitan Industries and Loraas Recycle.

The ICI sector also utilizes waste programs that are designated for residents. According to surveys in 2019 and 2021:

- 30% have used residential recycling depots; and
- 10% have used residential household hazardous waste drop off days.

Through Bylaw No. 8310, *The Waste Bylaw*, the City requires all businesses and organizations to dispose of waste in a waste container or at a Provincially-approved Waste Management Centre. Beginning in 2022, the City will require the ICI sector to have separate containers for recyclable or organic materials and provide education to employees on proper waste handling.

The City currently does not provide any education, support, or enforcement specifically for ICI sector waste reduction or diversion. The base program for recycling education is targeted at the curbside and multi-unit residential sectors exclusively. The base program for enforcement of *The Waste Bylaw* (Bylaw No. 8310) is primarily based on complaint follow-up which may be from the residential or ICI sector. It also carries out education blitzes targeting residential waste collection programs.

Public Engagement and Research

The regulatory approach to ICI sector recycling and organics was developed through extensive stakeholder engagement. Stakeholder engagement in 2018 and 2019 emphasised both the importance of City led education to address barriers and the need for an option for businesses to seek an exemption from the requirements due to a variety of unique circumstances that could prohibit the ability to be in compliance.

Engagement continued in 2021 through the launch of the ICI Working Group and a quantitative survey of the ICI sector. These actions helped refine the list of education tools the City will develop and the bylaw exemption eligibility and process.

Discussions with the ICI Working Group will continue through program implementation and the quantitative survey is planned to occur every two years to assess awareness and compliance with the bylaw and identify barriers to compliance.

Approaches in Other Jurisdictions

A review of jurisdictions that have regulated waste diversion for the ICI sector highlighted a common approach to providing educational services. Many of the municipalities provided tools, such as posters and recycling guides, on their municipal website. These examples helped inform the list of resources used during engagement.

DISCUSSION/ANALYSIS

2022 Service Level

The scope of the program service was defined in the January 2020 report - Option 1, approved by City Council for implementation and detailed in Appendix 1 - ICI Waste Diversion – Approved Program Elements.

Five components are required to operationalize this program to provide ICI regulation as approved. The service level for the ICI Waste Diversion program is detailed in Appendix 2 - ICI Waste Diversion - Service Level. The following components set a new service level for this sector:

- 1) Customer service - this can be carried out with existing service levels, through the Customer Care Centre.
- 2) Education - will provide several services to the ICI sector, including:
 - An ICI specific webpage on Saskatoon.ca;
 - A business focused Waste Wizard and list of service providers;
 - An annual communications plan and awareness campaign;
 - Targeted sub-sector education material; and
 - In-person education and troubleshooting opportunities.
- 3) Enforcement for bylaw compliance - begins with a one-year period where non-compliance will be addressed with educational tools and resources. Program staff will work directly with businesses to identify and overcome barriers such as service options, space, odors, and educational opportunities for employees. Following the first year, enforcement will mirror the current Waste Bylaw process; complaint based, education first enforcement, and educational blitzes.

Bylaw exemption administration – businesses will be able to apply for an exemption from either the recycling or organic clause of the Bylaw if:

- The premises does not routinely generate recyclable or organic material;
- There are risks that cannot be mitigated to the satisfaction of local waste processors and that inhibit the ability of the premises to dispose of waste as required;
- Due to a large production of a single type of organic waste, the premises is unable to find a local waste processor; or

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- For any other reason outside of its control, the premises is unable to satisfy the requirements.

Exemption applications will be verified and approved by the City.

4) Data and continuous improvement services:

- Biannual sector engagement – survey;
- Developing a program to collect materials type and volume data from waste haulers;
- ICI data for annual reporting (Integrated Waste Management Annual Report and National Solid Waste Benchmarking Initiative); and
- Maintaining the ICI working group to receive feedback on implementation and support future initiatives.

Triple Bottom Line Analysis

TBL analysis of the ICI Regulation Education and Support Program, completed in 2021, is showing it is:

- “on track” in the environmental benefits area;
- “meeting expectations” in the social benefits area;
- “exceeding expectations” in the economic and financial benefits area; and
- “leading the way” in the good governance benefits area.

Details of the Triple Bottom Line analysis can be found in Appendix 3 - ICI Waste Diversion - Triple Bottom Line Review.

Other Options

City Council may decide during the 2022-2023 multi-year budget process to not fund the Industrial, Commercial, and Institutional (ICI) Sector Waste Diversion Regulation – Operations and Sustainment business plan option. While some program activity could occur in 2022, it would not meet the service level defined in this report. Sustained funding is required for the program to operate in 2023 onward.

There are some clauses within the Waste Bylaw where a supporting compliance program has not been developed such as:

- Surcharging for loads at the landfill that contain more than 10% recyclable materials, which is proposed to be addressed as a short-term action in the Solid Waste Reduction & Diversion Plan through the development of a landfill ban program; and
- ICI hauler reporting, which is proposed to be addressed through the above service level.

The current base programs for recycling education and Waste Bylaw enforcement do not have resource capacity to expand to the scope outlined in this service level report. An attempt to do so would result in a decrease to the level of service currently provided to the residential sector.

FINANCIAL IMPLICATIONS

The amount of \$550,000 in capital funding was allocated to The ICI Waste Diversion Regulation in the 2020-2021 Multi-Year Budget. These funds are expected to be used to the end of 2023.

The 2022-2023 Budget and Business Plan includes the Industrial, Commercial, and Industrial (ICI) Sector Waste Diversion Regulation – Operations business plan option. The program requires \$284,400 annually for the service level outlined in this report. The proposed financial plan applies partial funding from the capital project toward the launch of the 2022 program. This is a one-time proposal to split the 2022 program costs between remaining capital and new operating funding. Operating funding of \$284,400 would then be required for the full program in 2023 to meet the service level defined in this report.

Year	Phase	Capital	Operating
	Capital Funding	\$(550,000)	
2020	Program Development	\$ 70,000	
2021	Program Development	\$ 235,000	
2022	Recycling Launch	\$ 175,000	\$159,400
2023	Organics Launch	\$70,000	\$284,400
	CAPITAL SUBTOTAL	\$550,000	

Other Financial Implications

When fully implemented, this program is expected to result in the diversion of 5,400 tonnes of recyclable and organic waste from the City’s landfill which would result in a landfill tipping fee revenue reduction of \$567,000 and up to \$25,020 reduction in entry fees per year.

The diversion would also result in extending landfill life by approximately 5% and preserving approximately \$362,000 of landfill airspace value per year (based on 2018 landfill airspace values).

OTHER IMPLICATIONS

Environmental Implications

The ICI sector generates 68% of all garbage sent to Saskatoon and area landfills. Approximately 45% (75,800 tonnes) of this waste consists of materials that could be diverted.

Compliance with the regulation is expected to result in an estimated 2,400 tonnes of recyclables and 3,000 tonnes of organics diverted from the City’s landfill each year, contributing to the City landfill waste diversion target rate of 70% diversion. Diverting 5,400 tonnes of waste from the City’s landfill would reduce community greenhouse gas (GHG) emissions by 5,400 tonnes of CO_{2e} annually.

An additional 17,000 tonnes of recycling and 21,000 tonnes of organics are projected to be diverted from other landfills in the region each year. This annual reduction compared to landfilling would be approximately 38,000 tonnes of CO_{2e}.

The CO_{2e} emission reduction estimates for the ICI Waste Diversion program are 43,400 tonnes of CO_{2e} annually which represents approximately 1.1% of the 2014 community GHG emission baseline.

NEXT STEPS

Following this report, Administration will begin an awareness campaign, communicating the new regulation through a webpage on Saskatoon.ca with information, tools and resources related to the recycling regulation.

Activities undertaken in 2022 will depend on funding approvals during the 2022-2023 Business Plan and Budget deliberations.

APPENDICES

1. ICI Waste Diversion – Approved Program Elements
2. ICI Waste Diversion - Service Level
3. ICI Waste Diversion - Triple Bottom Line Review

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