

HALIFAX

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Item No. 15.1.1
Halifax Regional Council
January 14, 2020

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 
Jacques Dubé, Chief Administrative Officer

DATE: October 17, 2019

SUBJECT: Eastern Passage Weekly Collection of Recyclables

ORIGIN

On April 2, 2019 Halifax Regional Council approved the following motion: "That Halifax Regional Council request a staff report to consider cost and implementation of weekly collection for recyclables to coincide with the new contract opportunity June 2021 for the Eastern Passage Area".

LEGISLATIVE AUTHORITY

Under the HRM Charter, Section 79, Halifax Regional Council may expend money for municipal purposes, including collecting, removing, managing and disposing of solid waste.

HRM Charter, Section 335(b), "The Council may make by-laws respecting solid waste, including, but not limited to ... regulating the disposal, collection and removal of solid waste;"

HRM Solid Waste Resource Collection and Disposal By-law (S-600), Section 3.1, "The Administrator shall administer and enforce the provisions of this By-Law and, for this purpose, may: ... (f) determine the frequency of collection of collectible waste in each designated collection area of the Municipality;"

Section 36 of the *Procurement Administrative Order* provides that Halifax Regional Council may approve contract awards of any amount.

RECOMMENDATION

It is recommended that Halifax Regional Council direct staff to include sufficient funding in the 2021/2022 budget cycle such that the residential recycling collection frequency can be increased from every second week to weekly for the Eastern Passage Area, including Cow Bay, to be implemented for the next Collection RFP commencing on July 1, 2021.

BACKGROUND

Under the HRM Collection RFP No. 14-336, recycling collection services are provided by the collection contractors in eight collection areas throughout HRM. Collection of recyclables (i.e., blue bags and paper/cardboard) is designated for the various collection areas or portions of collection areas with the frequency specified as either weekly or every second week.

On June 5, 2018 Regional Council approved the extension of the municipal curbside solid waste collection contracts and their respective standing offer agreements (HRM Collection RFP No. 14-336) for a two-year period to June 30, 2021.

In October 2015, an information report regarding "Weekly Collection Service for Recyclables" was sent to Regional Council that identified the annual additional cost for increasing the recycling collection frequency from every second week to weekly for the Eastern Passage area to be approximately \$105,000 annually. The report also identified the annual cost to change the service for all other areas without weekly recycling (see Attachment A).

During the 2016/17 budget debate, providing a weekly recycling collection service to all areas and communities currently receiving the service every second week was added to the parking lot at an estimated value of \$1.25 M. Regional Council deferred the decision "for consideration of inclusion in the 2017/18 budget".

During the 2017/18 budget debate, providing a weekly recycling collection service to all areas and communities currently receiving the service every second week was presented as an 'over' at an estimated value of \$1.6 M. Regional Council did not ultimately approve this additional level of service.

During the 2018/19 budget debate, which was Year 2 of a 2-year budget cycle, Transportation and Public Works could not fund the additional service in their budget envelope and it was not requested/approved by Council as an "over".

During the Fiscal 2019/2020 budget debate, Solid Waste related services were only brought forward as an under (savings) item. No Solid Waste related items were brought forward as an "over" given that solid waste services rated 88% citizen satisfaction, and staff were encouraged to minimize "overs" in their presentations in light of Council's desire to minimize increases that would impact the tax rate.

DISCUSSION

Generally, areas receiving recycling collection services weekly or every second week has not changed substantially since amalgamation. Some rural and suburban areas serviced by Halifax County Municipality had previously received recycling collection services once per month (prior to 1996) and were changed to every second week in 1996/97.

For the last number of collection contracts, the recycling collection frequency has generally been weekly for most urban/suburban areas and every second week for rural and several urban/suburban areas of HRM. However, as development, growth, extension of servicing, etc. has occurred over time, some areas have grown in house counts and density and the service levels related to recycling collection frequency in these communities have generally not been adjusted.

As one indicator of development and growth in areas of the Municipality, a review of the current urban/suburban tax areas (using mapping provided from HRM's GIS system) indicates that the Eastern Passage area is within the urban and suburban tax areas. Other communities that are currently receiving recycling collection every second week and are currently within the urban and suburban tax areas are: portions of Windsor Junction, Fall River, Waverley and Fletchers Lake, North Preston, Fergusons Cove and Herring Cove, and a portion of the Hubley area.

The suburban and urban residential property tax rates are only marginally different and have never been specifically adjusted for solid waste collection services. The key differentiator in tax areas and as to whether an area is considered urban as opposed to suburban is generally related to the presence of a sidewalk.

Table 1 provides a comparison of residential lot sizes for representative communities (benchmark communities) that currently receive weekly recycling collection and other urban/suburban communities that receive the service every second week (candidate communities). The lot size was selected as one indicator of the development and growth in communities and areas of the Municipality. Generally, densification occurs with development of smaller lots, which provides an indication of a resident's potential capacity to store recyclables. Data from Planning and Development indicates that the benchmark communities that currently receive weekly recycling collection have mean lot sizes ranging from 862-895 m². Data for the candidate communities currently receiving the recycling service every second week have much larger lot sizes with the exception of Eastern Passage.

Table 1 – Comparison of Recycling Collection Frequency and Residential Lot Size

Communities	Mean Lot Size ¹ (m2)	Median Lot Size ¹ (m2)	Current Recycling Collection Frequency
<i>Benchmark Communities</i>			
Cole Harbour	892	633	Weekly
Lower Sackville	895	634	Weekly
Timberlea	862	571	Weekly
<i>Candidate Communities</i>			
Herring Cove	1869	1081	Every Second Week
Fergusons Cove	5426	4116	Every Second Week
Hublely area	6897	7110	Every Second Week
Fall River	4791	4639	Every Second Week
Windsor Junction	4237	4618	Every Second Week
Waverley	2795	1936	Every Second Week
Fletchers Lake	4028	3287	Every Second Week
Eastern Passage	998	538	Every Second Week
Cow Bay	4036	3278	Every Second Week
North Preston	2408	1417	Every Second Week

¹Lot size data provided by HRM Planning and Development

Table 2 provides an estimate of the cost of increasing recycling collection frequency to weekly for all urban/suburban communities currently receiving the service every second week.

Table 2 – Estimated Cost of Increasing Recycling Collection to Weekly in All Urban/Suburban Areas

Communities (Collection Area)	Estimated Annual Additional Cost for Weekly Recyclables Collection¹
Fergusons Cove and Herring Cove and a portion of Hubley area (portion of Area 4)	\$85,000
Portions of Windsor Junction, Fall River, Waverley and Fletchers Lake (portion of Area 5)	\$146,000
<i>Eastern Passage, including Cow Bay (portion of Area 6)</i>	<i>\$111,000</i>
North Preston (portion of Area 7)	\$30,000
Total Estimate	\$372,000 plus net HST = \$387,950

¹ Commencing July 2021, based on review of information from current collection RFP.

Based on the lot size analysis and financial considerations, it is recommended that Eastern Passage, including Cow Bay, receive weekly recycling collection as part of the next collection contract cycle commencing on July 1, 2021. The main reason being attributed to the smaller average lot size (and similarity to existing Benchmark Communities) which is an indicator of densification and a residents' ability to store recyclables as compared to other communities already receiving the same level of service. Due to logistical considerations, the adjoining community of Cow Bay is also recommended to receive weekly recycling collection service. Collection Area 6 includes communities/areas such as Eastern Passage, Cole Harbour, and Westphal. By increasing the collection frequency to weekly for Eastern Passage, including Cow Bay, all communities within Area 6 (one of the eight collection areas) will receive the same recycling service level which will facilitate efficient coordination of collection services.

FINANCIAL IMPLICATIONS

The current annual collection budget for 2019/2020 is \$17,090,200.

It is estimated that the cost impact of providing weekly recycling collection services to Eastern Passage, including Cow Bay, is approximately \$115,800 (including net HST). Actual cost will depend on results from the next collection RFP currently planned to be released in the fall of 2020 with implementation occurring on July 1, 2021. If Council approves the report recommendation, this additional budget requirement will be included in the proposed 2021/22 Operating Budget.

RISK CONSIDERATION

Increasing the level of service for recycling collection from every second week to weekly could potentially result in a slight increase (estimated at 600 tonnes/year) in the quantity of recyclables captured from Eastern Passage and Cow Bay. The Materials Recovery Facility is currently operating at approximately 25,000 tonnes per year with a capacity of 36,000 tonnes per year; therefore, any potential increase can be easily accommodated.

COMMUNITY ENGAGEMENT

Community engagement was not undertaken as part of this report.

ENVIRONMENTAL IMPLICATIONS

There is the potential for improved recycling and increased landfill diversion.

ALTERNATIVES

1. Regional Council may direct staff to not change the recycling collection frequency for Eastern Passage in the next Collection RFP.
2. Regional Council may direct staff to investigate increasing weekly recycling collection services to all urban and suburban areas that currently receive the service every second week.

ATTACHMENTS

Attachment A - Regional Council Report: Weekly Collection Service Recyclables

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

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Item No. 05
Halifax Regional Council
October 27, 2015

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by Director

Bruce Zvaniga, Director, Transportation and Public Works

DATE: October 14, 2015

SUBJECT: Weekly Collection Services for Recyclables

INFORMATION REPORT

ORIGIN

At the September 8, 2015 session of Regional Council, Council approved a motion that Halifax Regional Council request a staff report on implementing weekly collection service for recyclables throughout the municipality, including rural areas, commencing with the 2016/17 budget cycle.

LEGISLATIVE AUTHORITY

HRM Charter, Part XIII, Solid –Waste Resource Management, Section 335 (b).

BACKGROUND

Under the Halifax Collection RFP No. 14-336, recyclables collection services are provided by the collection contractors in each of the eight Collection Areas. Collection of recyclables (i.e. blue bags and paper/cardboard) is designated for the various Collection Areas or portions of Collection Areas with the frequency specified as either weekly or every other week (biweekly).

Prior to the introduction of organics carts in 1998 and the opening of Halifax's two compost plants in 1999, Halifax reviewed the collection eligibility, service levels and collection limits to be utilized for the updated solid waste management system. Consolidation of curbside collection zones, standardization of service levels, limits and the frequency of collection were set up at that time for the initial Collection RFP which introduced organics collection. Some rural and suburban areas serviced by Halifax County Municipality had previously received once monthly collection of recyclables (prior to 1996). These areas were changed to every other week (biweekly) recyclables collection after the expiry of the then existing collection contract(s) in 1996/97. Generally, these are the same areas that currently receive biweekly recyclables collection (noting that some boundaries for collection areas have continued to evolve as housing development has occurred over the years).

DISCUSSION

The Collection RFP No. 14-336 provides for recyclables collection services in the eight Collection Areas with the current estimated # of serviced units and recyclables collection frequency as follows:

- Area 1 – Halifax; 31,686 estimated serviced units; weekly recyclables collection
- Area 2 – Dartmouth; 22,464 estimated serviced units; weekly recyclables collection
- Area 3 – Bedford, Hammonds Plains; 12,291 estimated serviced units; weekly recyclables collection
- Area 4 – Western County; 3,799 estimated serviced units receive weekly recyclables collection; 12,047 estimated serviced units receive biweekly recyclables collection; 15,846 total estimated serviced units
- Area 5 – Sackville, Beaver Bank, Fall River, Waverley; 16,991 estimated serviced units receive weekly recyclables collection; 5,997 estimated serviced units receive biweekly recyclables collection; 22,988 total estimated serviced units
- Area 6 – Cole Harbour, Eastern Passage, Cow Bay; 9,649 estimated serviced units receive weekly recyclables collection; 4,285 estimated serviced units receive biweekly recyclables collection; 13,934 total estimated serviced units
- Area 7 – Porters Lake, Preston, Lake Echo, etc.; 8,289 estimated serviced units; biweekly recyclables collection
- Area 8 – Eastern Shore, Musquodoboit Valley; 7,710 estimated serviced units; biweekly recyclables collection

Halifax contacted its curbside collection contractors to seek pricing for the option of changing those Collection Areas or portions of Collection Areas that currently receive biweekly recyclables collection to increase the service to have those Collection Areas or portions of Collection Areas receive weekly recyclables collection commencing April 1, 2016. The Collection RFP No. 14-336 allows for changes in the work and Halifax can seek pricing from the contractors for such changes to scope (pursuant to the General Provisions, subsection 6.13).

Below in the table is the pricing received for the above option with respect to increased recyclables collection frequency:

Collection Area or Portion of Collection Area (SU = Serviced Units)	Additional Cost for Weekly Recyclables Apr/16 to Mar/17	Additional Cost for Weekly Recyclables Apr/17 to Mar/18	Additional Cost for Weekly Recyclables Apr/18 to Mar/19	Additional Cost for Weekly Recyclables Apr/19 to Jun/19
Area 4 – Portion of Western County (est. 12,047 SU)	\$471,138	\$480,558	\$490,169	\$123,266
Portion of Area 5 – Sackville, Beaver Bank, Fall River (est. 5,997 SU)	\$269,220	\$274,604	\$280,096	\$70,369
Portion of Area 6 – Cole Harbour, Eastern Passage (est. 4,285 SU)	\$104,421	\$105,465	\$106,520	\$26,696
Area 7 – Lawrencetown, Porters Lake, Preston, etc. (est. 8,289 SU)	\$171,600	\$176,400	\$181,200	\$45,600
Area 8 – Eastern Shore, Musquodoboit Valley (est. 7,710 SU)	\$447,938	\$459,137	\$470,615	\$118,376
Totals	\$1,464,317	\$1,496,164	\$1,528,600	\$384,307
Totals (inc. net HST)	\$1,527,078	\$1,560,290	\$1,594,116	\$400,779

FINANCIAL IMPLICATIONS

None at this time. Should Council decide to include this service commencing in Fiscal 2016/17, the additional cost over the remaining 39 months of the collection services contract would be \$5,082,263 (including net HST).

COMMUNITY ENGAGEMENT

N/A

ATTACHMENTS

N/A

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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Report Approved by: —————
Matthew Keller, Manager, Solid Waste Resources, 902.490.6606
