

Town of Whitby

Staff Report

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Report Title: Implementation Plan for Provision of Waste Collection Services to Private Road Developments by 2026

Report to: Committee of the Whole

Date of meeting: November 25, 2024

Report Number: CMS 14-24

Department(s) Responsible:

Community Services Department

Submitted by:

John Romano, Commissioner,
Community Services

Acknowledged by M. Gaskell, Chief Administrative Officer

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1. Recommendation:

1. That Report CMS 14-24 be received for information; and,
2. That Council approve the implementation plan for providing municipal waste collection services at private townhomes and multi-residential locations as outlined in Staff Report CMS 14-24.

2. Highlights:

- Beginning in July 2025, eligible multi-residential locations will be brought on to the Town's existing Front-End Collection Contract, requiring a projected budget increase of \$10,000 (e.g. \$5,000 to the 2025 Operating Budget and a further \$5,000 in 2026) for this new service.
- Eligible private townhome developments will be brought onto municipal waste services starting in June of 2026 to align with the re-route of collection boundaries, the expiry of the current curbside collection services contract, and term end-dates for existing private condo collection contracts.
- The new waste collection service for Townhomes will require an estimated \$50,000 of additional property tax funding, to be phased in \$25,000 in 2026 and \$25,000 in 2027.

3. Background:

On January 15, 2024, staff provided report [CMS 01-24](#) to Council, addressing NUB Item GG-0008, regarding the feasibility and cost implications of providing waste collection services to condominium townhomes located on private roads as well as multi-residential apartment buildings not currently serviced. Staff also provided Council with the draft “Technical and Risk Management Guidelines for Waste Collection Services on Private Residential Property” and identified that based on these draft guidelines and drive-through assessments done in 2023, approximately 1565 existing private townhouse locations would meet basic eligibility criteria.

Report CMS 01-24 identified that waste collection services could be provided by the Town either through contracted services for an estimated \$150,000 - \$300,000 per year or internally through Town services for \$117,000 for labour, fuel and maintenance plus \$400,000 for 1 side-loader waste collection vehicle with a replacement lifecycle every 7 years.

In addition, there are 511 multi-residential apartment units at 3 locations that may meet the draft eligibility criteria. Bringing these units onto Town waste collection services through our contracted front-end waste service (containerized waste collection) would cost approximately \$10,000 per year at \$19.57 per unit, per year.

Corporations of the identified developments would be required to provide annual indemnity insurance to the Town for this service.

Staff were directed to include these topics through Decision Item #44 in the 2024 budget.

On February 5, 2024, during the 2024 Council Budget review, a motion was carried as follows:

Decision Item #44 for the Waste Collection services on Private Residential Property program be approved with funding to be phased in through the 2025 and 2026 budgets with Council’s consideration of an implementation plan from the Community Services Department in 2024.

4. Discussion:

Since the February 5 Council budget review, staff have been developing an implementation plan to bring private residential locations onto municipal waste collection services. Beginning in 2025, eligible multi-residential locations will be brought on through the Town’s existing Front-end Waste Collection Contract as the current contract permits the addition of new locations and can be easily incorporated with minimal impact operationally.

Eligible townhome locations will be brought onto municipally provided curbside waste collection services beginning in 2026.

Multi-Residential Apartment Buildings

There are provisions in the Town's existing front-end waste collection contract (containerized waste collection for apartment buildings) with Waste Connections to add locations as needed. This means that subject to eligibility criteria as outlined in the Technical and Risk Management Guidelines for Waste Collection Services on Private Residential Property, the Town can bring multi-residential units onto municipal collection services with minimal impact operationally as early as July 2025.

Providing waste collection services at these locations will be subject to any existing contract terms that these locations currently have with private waste haulers. As such, they will be brought onto Town provided services as contracts either expire or if owners opt to pay any required monetary penalties for exiting contracts early.

Staff have determined that if Report CMS 14-24 is approved by Council, staff will contact eligible multi-residential properties to initiate municipal collection services in December 2024. The cost to bring the 511 units onto municipal waste collection for 2025 effective July is up to \$5,000, depending on how many units come on-board and when.

Once brought on board for waste collection, the respective multi-residential locations will need to continue with private recycling collection until 2026 as they are not eligible through the new Extended Producer Responsibility (EPR) framework until this time. Beginning in 2026, owners and property management companies can reach out to Circular Materials Ontario (CMO), who is responsible for administering the new recycling collection program in Ontario and apply to be included.

The implementation timeline for multi-residential locations outlined in **Table 1** is as follows:

Table 1: Implementation Timeline for Multi-residential Waste Collection

Timeline	Objective	Actions
December 2024	Engagement with Condominium Corporations	Staff will contact eligible multi-residential properties and provide them with information about service delivery details with a start date as early as July 2025.
December 2024 To May 2025	Site Visits Indemnity Insurance Requirements	Visit locations to confirm eligibility Staff to work with Condo Corporations to meet insurance requirements prior to providing collection services.

	Update Internal Database to include Eligible Multi-Residential Developments	Update Waste Collection Parcel data so that these locations are in the Town's internal systems for GeoCortex, Recollect, CityWorks.
July 2025	Service to Eligible Multi-Residential Locations Begins	Depending on status of locations meeting Town eligibility requirements and existing contracts with private waste haulers, collection services could begin.

Private Townhome Locations

Through discussions with the various condominium corporations and associated property management companies, it has been identified that approximately 50% of locations, as listed in **Table 2** below, are currently committed to waste collection contracts with private haulers that extend into 2026 or beyond with a range of penalties for breaking the contracts prior to expiration.

Table 2: Eligible Private Townhome Condo Corporation - Existing Waste Contract Terms

CONDO CORP #	Meets Eligibility	Number of Units	Contract Term End Date	Interested in Town Service Y/N
Durham Standard Condominium Corporation No. 250	Yes	25	2027	Yes
Durham Common Elements Condominium Corporation No. 275	Yes	26	Open	Yes
Durham Common Elements Condominium Corporation No. 273	Yes	45	October 1, 2026	Yes
Durham Common Elements Condominium Corporation No. 359	TBD	64	2027	Yes
Durham Common Elements Condominium Corporation No. 245	Yes	43	60-day opt out	Yes
Durham Common Elements Condominium Corporation No. 338	Yes	145	Aug 1, 2026	Yes
Durham Common Elements Condominium Corporation No. 202	Yes	89	Nov 1, 2024	Yes
Durham Common Elements Condominium Corporation No. 204	Yes	74	Nov 1, 2024	Yes
Durham Standard Condominium Corporation No. 301	Yes	157	2028	Yes

Durham Common Elements Condominium Corporation No. 288	Yes	38	April 2026	Yes
Durham Common Elements Condominium Corporation No. 291	Yes	132	Open	Yes
Durham Common Elements Condominium Corporation No. 272	Yes	74	In renewal	Yes
Durham Common Elements Condominium Corporation No. 279	Yes	68	In renewal	Yes
Durham Common Elements Condominium Corporation No. 352	Yes	74	2027	Yes
Durham Common Elements Condominium Corporation No. 294	Yes	55	In renewal	Yes
Durham Common Elements Condominium Corporation No. 337	TBD	73	Contract Term not provided	Pending
Durham Common Elements Condominium Corporation No. 329	Yes	71	2027	Yes
Durham Common Elements Condominium Corporation No. 381	TBD	50	Contract Term not provided	Pending
Other: Under Development	TBD	132	No Contract - Still in development	Pending

When considering an implementation strategy, an important consideration is the option to use contracted services. Under the Town's existing collection contract in West Whitby, there are no provisions to add private townhome locations located outside of West Whitby area.

However, Town staff reached out to the contractor to ask if they would consider adding locations outside of their collection boundaries at the current unit price. The contractor was not interested at this time. As expected, the private laneways which are located throughout the Town, would result in additional costs for the contractor.

Council's direction to phase-in waste collection services for new and existing private road developments comes at a time when the Town is also preparing for significant growth in Brooklin. Approximately 10,000 new residential units will be brought onto services, and it is expected that residents will begin taking occupancy of these new homes beginning late 2026 as per Planning and Development.

With the current curbside collection contract for West Whitby ending in 2026, it will be the opportune time to add the equivalent number of eligible private townhomes and new homes in Brooklin as they come on board, to the existing contract. Adding these locations to contracted services supports the hybrid waste collection model as proposed and adopted in Council Report PW 10-19 as well as increases the likelihood of attracting qualified respondents and more competitive costing through better economies of scale.

To facilitate this change, a re-route of the Town's collection boundaries is necessary to evenly distribute the total number of homes (existing and future) over each collection day. Staff are currently re-mapping collection routes to maximize routing efficiencies for both in-house and contracted services. This will require advance planning and a strong

communications plan to ensure residents understand any potential schedule changes to their waste collection day.

Based on the above, it is estimated that the annualized cost to provide a new service, Private Townhome waste pick-up would require a \$50,000 budget increase:

- 1) \$15,000 related to existing in-house resource: With efficiencies realized through the re-routing process, a portion of the townhome locations will be absorbed by in-house resources. No additional staffing or equipment will be required however the proportionate increase in fuel and maintenance will cost \$15,000 per year.
- 2) \$35,000 related to a new service contract. The annual cost for adding the remaining townhome locations to contracted services is estimated to be \$35,000 per year but subject to future tender pricing.

The possibility of contracting out some townhome locations as an interim measure, has been considered. While there are some condominium corporations that are not committed to longer-term contracts, or who may be willing to pay the monetary penalties for breaking existing contracts, there is not the option to add them to our current service provider, nor the ability to add to in-house collection routes at this time without incurring considerable costs and/or inefficiencies.

Similar to multi-residential locations, private townhomes that are not currently receiving recycling collection through the EPR framework, are not eligible to be included until 2026. These townhomes must continue to receive private recycling collection until that time. Beginning in 2026, condominium corporations can reach out to CMO, who is responsible for administering the new recycling collection program in Ontario and apply to be included.

For these reasons, staff are planning to move ahead with bringing on eligible private townhomes onto municipal waste collection services, starting in June 2026, to ensure the most cost effective and seamless transition possible. Staff will continue to work with condominium corporations through 2025, to add them to Town waste collection services starting in 2026. Staff will also work to assist these properties with the application process for recycling services through CMO.

After realized efficiencies, the annual cost to bring on eligible private townhome locations per year based on today's contractor pricing and proportionate increase of in-house fuel and maintenance costs is \$50,000. This results in a net budget increase of \$25,000 in 2026 based on a June start date with a requirement of an additional \$25,000 budget to be added in 2027 to annualize the private Townhome waste pick-up (new) service.

The proposed implementation timeline for private townhome locations is laid out in **Table 3** as follows:

Table 3: Proposed Implementation Timeline for Private Townhome Waste Collection Service

Timeline	Objective	Actions
November 2024 To February 2025	Draft new Waste Collection Boundaries	New Waste Collection Boundaries drafted for both in-house and contracted services.
December 2024 To February 2025	Engagement with Condominium Corporations	Staff will contact eligible private townhome locations and provide them with information about service delivery details with a start date as early as June 1, 2026.
October 2025	New Contract for Curbside Waste and Organics Collection Services	Staff to issue new tender for Waste Collection Services effective June 1, 2026. The contract will start with up to 5,000 stops in 2026 and grow to up to 15,000 stops at the conclusion of the multi-year contract as Brooklin is built out.
October 2025 To April 2026	Indemnity Insurance Requirements Update Internal Database to include Private Road Developments	Staff to work with Condo Corporations to meet insurance requirements. Update Waste Collection Parcel data so that these locations are in the Town's internal systems for GeoCortex, Recollect, CityWorks etc.
April 2026 To May 2026	Communications Plan	Extensive communications plan rolled out to advise all affected residents of changes to waste collection boundaries.
June 1, 2026	Service to Eligible Private Road Locations Begins	Depending on status of locations meeting Town eligibility requirements and existing contracts with private waste haulers, collection services could begin.

5. Financial Considerations:

The Proposed 2025 to 2027 multi-year budget currently includes \$60,000, phased-in over 3 years, for new waste pick-up services:

Table 1

Year	Multi-Residential	Townhome	Total Budget Increase
2025	\$5,000		\$5,000
2026	\$5,000	\$25,000	\$30,000
2027		\$25,000	\$25,000
Annualized Budget	\$10,000	\$50,000	\$60,000

Since the \$60,000 budget increase, in Table 1, has been incorporated into the Proposed 2025 to 2027 budget, no additional budget adjustments are required if Council approves this report. However, if there is a requirement to change the assumptions, proposed timing, and service level identified in this report, an amendment to the Proposed Budget should be brought forward by a Member of Council at the November 28, 2024 Special Council meeting on the proposed 2025 to 2027 budget.

The incremental costs will be budget pressures to be funded from the property tax base and not recoverable through user fees. For 2028 and future years, additional budget increases may be required to maintain this new service for growth i.e., there will be budget pressures to maintain this new collection service for additional Town Homes and multi-residential buildings constructed in Whitby in the future.

The projected costs are based on estimates for additional contracted Front-End multi-residential and curbside townhome waste collection services. Costing will be known following a procurement process and award of a contract for the new 2026 curbside collection contract. Budgets and budget projections will be adjusted once the contract pricing is known.

6. Communication and Public Engagement:

Direct engagement with residents in eligible private developments will need to be conducted so they are adequately advised of the change in service delivery. Locations will be provided with similar start-up letters that the Town provides to new developments prior to starting service.

A communications plan will be developed in 2025 that helps engage the broader community about changes to waste collection days effective 2026.

7. Input from Departments/Sources:

The Technical and Risk Management Guidelines for Waste Collection Service on Private Residential Property has been shared with Planning and Development and feedback has been incorporated for use in the application review process.

Legal Services has been consulted in relation to the indemnity insurance requirements and liability. Financial Services has been advised of the proposed implementation plan and financial impacts for 2025 and 2026 for private waste collection services.

The Region of Durham Waste Management Department has also been briefed on the Town's intentions to bring eligible private developments onto services.

8. Strategic Priorities:

This report aligns with the following objectives under Strategic Pillar 4 of the **Community Strategic Plan**; Whitby's Government - Accountable and Responsive:

4.3.2 – Deliver exceptional customer service and community engagement by identifying, establishing and reporting on service levels of interest to the community.

4.4.1 – Ensure fiscal accountability and responsibly plan for growth by delivering services that respond to community needs while balancing the impact to taxpayers.

This report also support the Town's efforts to advance accessibility by making municipal waste collection services available to more residents, who live in developments that often accommodate or are designed with the intent to meet accessibility needs.

This report also aligns with the sustainability goals of the Town in that offering waste diversion programs to more eligible residents means more waste is diverted from disposal, helping to reduce green house gasses like methane.

The recommendations provided in this report help to ensure the Town is optimizing existing resources while still meeting service level standards and minimizing cost impacts to taxpayers.

9. Attachments:

N/A