

FINANCE & ADMINISTRATION COMMITTEE - NOVEMBER 12, 2012

PROVISION OF SERVICE TO MULTI-UNIT RESIDENTIAL CONDOMINIUM BUILDINGS CURRENTLY REQUIRED TO PROVIDE PRIVATE WASTE COLLECTION SERVICES WARDS ALL

Recommendation

The Commissioner of Engineering and Public Works recommends:

1. That this report be received for information.

Contribution to Sustainability

Contribution to environmental sustainability is achieved through the City's Waste Collection Design Standards Policy. Specific to multi-unit residential developments, this policy (in part) requires:

- the owners to comply with all existing and future government regulations pertaining to waste reduction and waste audit programs;
- that at the site development / redevelopment stage, the subject lands meet specific requirements concerning waste vehicle access, internal waste storage, and the external waste loading (collection) area;
- that access to recycling be equally convenient as access to garbage disposal; and,
- the developer provide a waste management plan as a requirement of site plan submission.

Economic Impact

As there is no change in service being recommended in this report, there is no financial impact.

Communications Plan

N/A

Purpose

The purpose of this report is to respond to Council direction coming out of the Committee of Whole report presented February 21, 2012 (Item 19; Report 4), titled 'Agreement for Residential Waste Collection Services'. Specifically, the recommendation states, *"That as part of the operational review, appropriate staff prepares a report on the cost implications of extending waste collection services to residential condominiums not currently receiving such services, and that the report be provided in advance of the 2013 budget deliberations."*

Background - Analysis and Options

Municipal waste collection is currently provided to a limited number of "grand parented" multi-unit buildings

The City provides municipal collection services to a number of multi-unit dwellings. There are approximately 600 townhouse ('row') condominiums units, and 6,600 'apartment' units (comprising mostly of high-rise condominiums). These buildings were 'grand parented' into the municipal program as part of the Greening Vaughan initiative and the City's Waste Collection Design Standards Policy.

The type of multi unit dwellings the City collects from is varied. Although 'row' townhouse condominium units are self defined, the 6,600 'apartment' dwellings, comprising of 51 buildings, include:

- 33 establishments are condos (including townhome condos, mixed use)
- 10 establishments are senior residences (some of which are condos)
- 4 establishments are York Social Housing
- 3 establishments are apartments
- 1 mixed use (excludes the 134 mixed use collected in the BIA districts)

As many of these buildings were constructed in the 1970's or prior, the designated area for waste storage and collection, as well as the access to such area, may not be designed in a manner that supports current waste collection practices (including vehicle maneuverability requirements). Largely, these space restrictions have historically dictated the level of collection service the City provides to multi-unit residential buildings. For those multi-unit residential buildings receiving municipal waste collection services, the service level provides for twice a week garbage collection (typically numerous front end bins per collection day) and once per week recycling collection.

The cost to collect both the garbage and recycling at these "grand parented" establishments, including the 600 townhouse condominiums, is approximately \$226,000 annually.

The cost to service the existing units is based on the current contract prices. The number of units were multiplied by the respective per unit cost to arrive at a total cost of approx. \$226,000 annually.

Provincial legislation requires that 'owners' are responsible for providing a source separation (recycling) program in multi-residential buildings

Ontario Regulation 103/94, made under the Environmental Protection Act, provides direction with respect to Source Separation programs. Specific to multi-unit residential establishments, the regulation states (section 10): *"that the owner of a building that contains six or more dwelling units shall implement a source separation program for waste generated in the building."* It further goes on to state that the *"owner" includes a condominium corporation created under the Condominium Act*

The Greening Vaughan Advisory Committee did not support the provision of municipal waste collection in multi-residential buildings beyond those currently grand-parented

The Greening Vaughan Advisory Committee inaugural meeting was April 10, 2006. As per the Terms of Reference, its mandate was to provide direction to Council regarding the City's "Greening Vaughan" initiative. The composition of the committee comprised of 3 members of Council; 3 staff and 3 members of the public. The Greening Vaughan Advisory Committee agreed that the City should not be involved in providing municipal waste collection services to multi-unit residential establishments.

City staff were subsequently provided direction by Council to develop waste collection design standards to address not only the design requirements specific to access, loading and storage of waste materials, but to also identify criteria for the eligibility of municipal waste collection services.

The City's Waste Collection Design Standards Policy requires the 'owner' to provide multi-stream waste collection services

The City's "Waste Collection Design Standards Policy" was adopted by Council May 7, 2007 (Item 8 Report No. 22 of the Committee of the Whole).

As noted previously, the Waste Collection Design Standards Policy was developed to identify not only waste collection design requirements for development applications reviewed by the City (access, loading and storage), but also to clearly identify the sphere of responsibility for waste collection services.

Section 1.1.2 of aforementioned policy states *“Municipal collection services are not provided to residential establishments that front onto private streets / laneways or have to be accessed via a private driveway or laneway or are part of a private development (i.e. condos)...”* Most multi unit residential establishments fall within this category.

The motivation not to assume waste collection responsibilities of residential condominiums was premised on:

- As defined under Regulation 103/94, the “Owner” is responsible for providing a source separation program at multi-unit residential buildings;
- That most / all of the private roads and laneways do not meet City standards (whether it be road construction and/or access);
- The concern for damage to private property (i.e. asphalt laneways, garages, decorative driveways etc.);
- The avoidance of setting precedent for the assumption of other services under the jurisdiction of private multi-unit residential establishments (i.e. snow plowing, water, waste water, streetlights etc.).

All multi-unit residential development and redevelopment applications submitted after the approval of this policy are required to provide private (non-municipal) waste collection services. The requirement for private (non municipal) waste collection is further detailed in the City's standard Site Plan Agreement, Condominium Agreement and Letter of Undertaking as issued to the developer by the Planning Department.

There are many different types of multi-unit and condominium housing types that could be defined as residential condominium housing

In accordance with Council's direction to look at “residential condominiums”, staff undertook a review of housing types. There are many different types of residential condominiums. The provincial legislation does not differentiate between a rental unit and a privately owned condominium unit. Instead it defines a multi-unit residential building. Under Ontario Regulation 103/94 of the Environmental Protection Act, a multi-unit residential building as *“a building that contains six or more dwelling units”*.

The City's Zoning By-law 1-88 as amended, includes condominiums as part of the “multi-unit residential” category. The definition of multi-unit residential varies, depending on housing type. In accordance with Zoning By-law 1-88, multi-unit residential could be defined as:

Correctional or Crises Care Group Home
Dwelling, Apartment
Dwelling, Block Townhouse
Dwelling, Condominium
Mixed Use Development
Multi Unit Building

Other definitions not specified in Zoning Bylaw 1-88 are *“Live / Work Units”* and *“Senior's Residence”*

In the spring of 2012, Public Works staff performed site visits across the City to determine the various types, and numbers of, potential “residential condominium” units.

As a result of this work, they were able to identify the following number of residential buildings that currently do not receive municipal collection:

Apartment	2,395 units
Mixed Use Development (Main Street)	608 units
Row townhouses	579 units
Live/Work	24 units
Mixed row and high-rise	646 units
Social housing	144 units
Retirement	1,115 units
TOTAL	5,511 units

Based on the total housing stock, municipal waste collection services is currently provided to just over half of the private multi unit residential developments identified. Using the current service delivery model for solid waste however, the majority of waste collections will be private, as more condominium developments are constructed.

The cost to provide municipal waste collection services varies, depending on the building type and collection method

The cost to provide collection services on a per household basis varies, depending on whether it is a curbside collection service or a centralized container collection service. The cost to provide single family dwelling units municipal curbside collection services is approximately \$105 / household per year. This amount pays for 155 collections annually (26 garbage; 52 recycling; 52 green bin; 25 leaf and yard).

The cost to service buildings receiving containerized collection services (i.e. high-rise buildings), is approximately \$23 /dwelling unit per year. This amount provides for 156 collections (104 garbage; 52 recycling). The centralized (high-rise) municipal collection service is less costly primarily as a result of:

- the City not providing municipal collection of leaf and yard waste or source separated organics (green bin); and,
- the collection point is centralized and done mechanically through the use of front end bins and / or carts
- it being a one person operation, with the trucks able to collect from a large number of units with one stop.

The additional cost to include the 5,511 units that were identified in the field study as not currently receiving municipal collection services would be approx. \$172,000

Based on the existing levels of service, the cost to provide municipal waste collection services to the 55,511 units identified in the 2012 field study would be as follows:

Table 1: 2013 Collection Cost Projections		
Year	Projected minimum cost should the City collect all multi unit residential (gross)	Percentage Increase from current multi-residential program
<i>Current Cost</i>	<i>\$226,000</i>	-
2013	\$397,902	76%
Additional Cost	\$171,902	

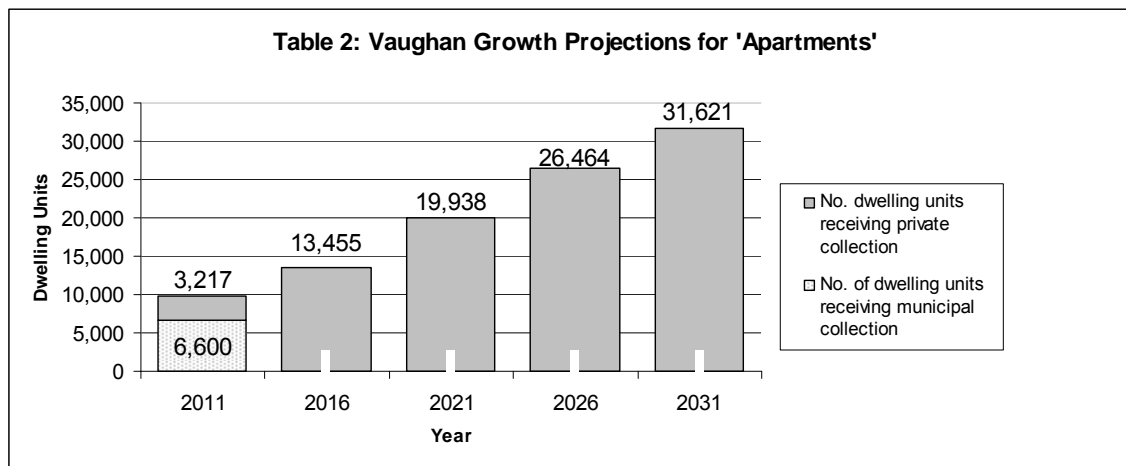
FUTURE COST IMPLICATIONS

Both “apartment” type housing and “row townhouse” housing is expected to increase until the year 2031

It is estimated that the number of multi unit dwelling units will increase to approximately 31,621 dwelling units by 2031. Along with the increase in numbers, it is expected that the types of construction will also vary, including an increase in mixed-use high rise type developments.

Apartment Growth

Based on York Region and City Planning estimates, the population for multi-unit residential (defined as “apartments” only) is anticipated to increase 354% by the year 2031.



Source: York Region – Long Range Planning Branch (2012)

It is important to note that neither the Region's or City's planning projections identify specific categories of 'apartments'. Given this broad based definition, 'apartments' could include mixed use apartments / condos, mixed use and / or live / work establishments.

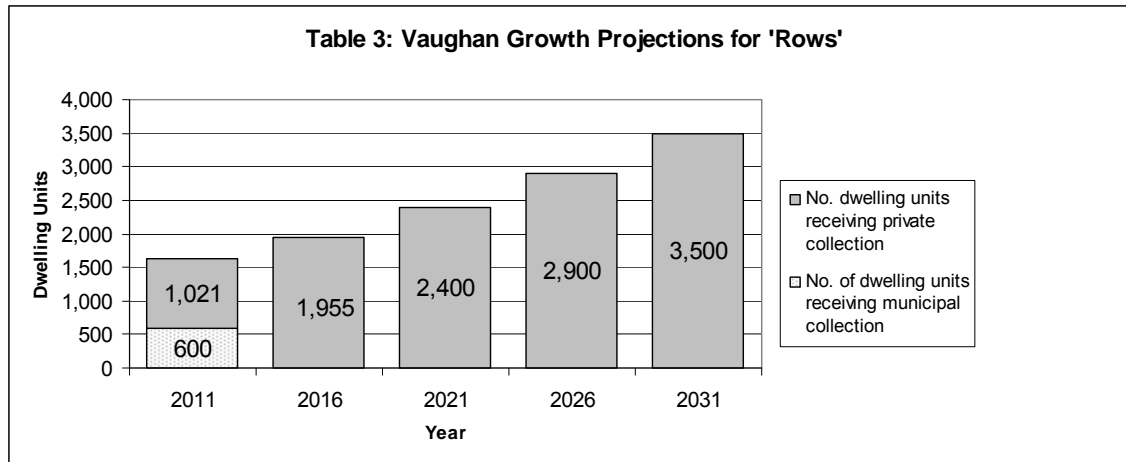
As previously stated, the City currently provides municipal collection services for approximately 6,600 multi residential 'apartment' dwelling units. Table 2 (above), shows that in 2011, there were an estimated 9,817 (3,217 + 6,600) multi-unit 'apartment' dwelling units in Vaughan. By 2016, the multi-unit number is anticipated to increase 37% (9,817 dwelling units in 2011 to 13,455 dwelling units in 2016). This would translate into a 203% increase in the number of multi-unit dwelling units the City currently collects.

Row Townhouse Growth

As with 'apartment' multi-residential establishments, a number of private row townhome developments were grand parented and receive municipal collection services. As previously stated, the City currently collections from approximately 600 'row' townhouse condominium units.

Unlike the 'apartment' projections, whereby the vast majority would be deemed private condominium developments, the Region's projections of 'row' townhouse developments comprise of both private condominium developments as well as developments that are not part of a condominium plan and would front onto public roadways. For projecting growth of private 'row' townhomes, staff have assumed, based on site visits conducted by staff in 2012, that between 15% to 20% of the total 'row' townhome developments will be private condominium developments.

Based on this assumption, and as shown in Table 3 below, the number of 'private' townhome (condominium) developments is anticipated to increase approximately 215% by the year 2031.



Source: York Region- Long Range Planning Branch (2012), as modified by City staff to represent anticipated non-eligible townhome developments.

Based on growth projections, the cost to provide municipal waste collection services to multi-unit residential dwellings would increase by over \$1.1M by the year 2031

Based on the population projections identified previously, staff have estimated the minimum cost implications if the City was to provide municipal waste collection services for pre-determined multi-unit residential establishments. The projections assume no changes to the current waste collection program.

Table 4: Collection Cost Projections (City)			
Year	Projected minimum cost should the City collect all multi unit residential (gross)	Percentage increase from current program	Increase from multi-residential
<i>Current Cost</i>	<i>\$226,000</i>	-	
2013	\$397,902	76%	
2016	\$568,113	94%	
2021	\$809,932	275%	
2026	\$1,075,392	366%	
2031	\$1,367,338	465%	

Note: Cost estimate assumes no significant changes to current waste management program

The increased revenue from the additional recycling materials collected would not pay for the cost of the collection services

The primary revenue source for the City's municipal solid waste program is from Waste Diversion Organization (WDO). Waste Diversion Organization is a non-Crown corporation, created under the Waste Diversion Act to assist in the operation of municipal recycling programs. The funding awarded to each region/area municipality is largely attributed to the amount (tonnage) of recycling each municipality collects.

Although the future of the WDO funding is undetermined, the WDO funding projected for 2013 is \$1,025,120. Approximately 2% of City's total annual recycling tonnage is attributed to the multi-unit residential establishments that the City currently provides collection to. Two percent (2%) of

the total WDO funding, or \$20,500, would be the revenue share apportioned to our current multi-unit residential developments.

Assuming the amount of recyclable materials generated from the 5,511 units identified as currently not receiving municipal waste collection is similar to the buildings that do receive municipal collection, the additional revenue for adding 5,511 units in 2013 would be approximately \$17,120.

Extending municipal waste collection to the identified multi-unit buildings currently required to provide private collection services would present operational challenges

Should the City assume collection responsibility for the existing residential buildings that currently have private collection, it is not only incumbent upon the City to identify what type of multi-unit residential establishment would receive such collection (and at what service level), but to also identify the criteria that would have to be met prior to such services being granted. From an operational perspective, some of the issues would be:

- Access roads may not be built to City standards - Roads may be too narrow, have an inferior turning radius and/or lack the required sub-grade etc.
- Lack of proper turnaround room for trucks- Collection vehicles are required to enter and leave collection sites in forward motion.
- Collection frequency - Some buildings may provide a higher level of weekly waste collection services and/or provide specialized services different from that provided by the City (i.e. free appliance pick up).
- Specialized collection services – Some buildings require a specialized waste collection service by the contractor. This may be simply a directive of the building owner for convenience, or may be due to necessity as a result of space restrictions (i.e. lack of storage space, lack of a turnaround or restricted access). One multi-unit residential building in Vaughan requires the contractor to park the collection vehicle on the municipal road, and the collection staff walks to the underground parking lot, empties the waste material into 95 gallon containers, and rolls the full containers to the collection vehicle for emptying. These specialized collection services are beyond the scope of services outlined in the current waste collection contract.
- Defining eligibility for collection - As noted in the earlier section of this report, there are a number of categories that fit the broad definition of 'Multi-Unit Residential'. Given these varied uses / types of multi-unit residential establishments, it would be imperative to establish the types of multi-unit residential condominium buildings that would be eligible to receive such collection.

There are different service delivery models in other York Region municipalities

In York Region, the southern 3 municipalities have the largest concentration of private condominium developments. Table 5, below shows the service levels for the City of Markham and the Town of Richmond Hill.

Table 5: Service Delivery Models in Richmond Hill and Markham for Multi-unit Developments

	Garbage	Bulky Items	Recycling	SSO	Large Metal Items	Leaf and Yard
Town of Richmond Hill	Collected once a week by a front-end waste collection vehicle. Limit imposed. Private collection required for any additional service.	Collected every other week by a rear loader. No limit.	Collected once a week using a mix of wheeled carts and bins. No limit.	Some buildings only. Collected once a week using wheeled carts	Collected monthly (same as curbside)	No collection (but will collect if at the curb)
City of Markham	Collected once a week by a front-end waste collection vehicle. Limit imposed. Private collection required for any additional service.	Collected once a week (included in 'garbage'). If can't fit into the garbage bin, the building is required to seek private collection.	Collected once a week using a mix of wheeled carts and bins. No limit.	Some buildings only. Once a week by a front or side loader.	Collected by appointment only (fee required)	Collected upon request

Through the Program Review for Solid Waste that is currently underway, there is a potential to explore alternative service delivery models for private multi-unit residential establishments and report back further to Council.

Relationship to Vaughan Vision 2020/Strategic Plan

The recommendations contained in this report are consistent with the priorities previously set by Council and ties into the following Vaughan Vision 20/20 Goals and Objectives:

Goal: Service Excellence

Objective: Lead and Promote Environmental Sustainability

Regional Implications

Waste management is a shared responsibility between the nine local municipalities and York Region, whereby the local municipalities are responsible for collection and York Region is responsible of transfer, processing and disposal. Should Council decide to extend municipal waste collection services beyond those currently grand-parented into the system, the incoming waste material tonnage to Region waste facilities from Vaughan would increase significantly.

Although the Region has indicated that they would be able to accommodate the increased volume of recycling and garbage within their current infrastructure, it is not without financial implications. It is estimated that the current cost to the Region of process the multi residential establishments grandfathered into the City's municipal waste collection program is approximately \$405,048. It is projected to increase approximately \$232,400 in 2013 with the inclusion of all multi unit residential establishments.

Table 6: Projected additional processing / disposal cost (York Region)	
Year	Projected minimum cost for processing/transfer/disposal of all (Vaughan only) multi unit residential
<i>Current Cost</i>	<i>\$405,048</i>
2013	\$637,462
2016	\$907,219
2021	\$1,289,015
2026	\$1,679,137
2031	\$2,010,231

Note: Cost estimate assumes no significant changes to current waste management program.

In March of 2011, York Region and its local municipal partners initiated the development of its first integrated Waste Management Master Plan (IWMMP). The Master Plan will establish a planning framework and strategic direction for waste management within York Region for the next 25 years. The plan will allow the Region and area municipalities to maintain its position as waste management leaders by focusing on waste prevention and diversion efforts. The final deliverable for this three phase undertaking is expected the end of 2012.

Conclusion

There are various types of "residential condominiums" in Vaughan, ranging from apartment style high-rise buildings, to Live/Work units to row townhomes. The City's current policy clearly delineates the sphere of responsibility and design requirements for new forms of development.

The additional cost of providing waste collection services to all of the residential type properties identified in the 2012 field survey is estimated to be approximately \$172,000 in 2013.

On a "go forward" basis, the overall budget associated with providing waste collection services to "residential condominium type developments" would need to increase approximately 461%, or by approximately \$1.1M, by the year 2031, based on regional growth projections.

Attachments

N/A

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