



PUBLIC WORKS SERVICES

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JOINT INFORMATION REPORT # 2017-39

**DEVELOPMENT AND INFRASTRUCTURE SERVICES – PUBLIC WORKS, COMMUNITY SERVICES
ECONOMIC DEVELOPMENT AND CORPORATE SERVICES – FINANCE**

TO: Mayor Tony Van Bynen and Members of Council

SUBJECT: Downtown Waste Management

ORIGIN: Director, Public Works Services

In accordance with the Procedure By-law, any Member of Council may make a request to the Town Clerk that this Information Report be placed on an upcoming Committee of the Whole agenda for discussion.

Purpose

To help address waste management issues in historic downtown and to begin exploring establishing an innovative waste container pilot project.

Budget Impact

There is no budget impact as the cost will be borne by the businesses participating in the waste management program.

Summary

Newmarket's lower Main Street area has undergone a renaissance over the past decade, boosted by the Town's strong commitment through various public investments.

Due to the amount of waste produced by burgeoning businesses, the Town regularly receives complaints of refuse being prominent in the area.

By providing a site for businesses to deposit waste, the Cedar Street streetscape will be made more attractive and welcoming to patrons. This would help further revitalize Newmarket's historic downtown.

Introduction

Newmarket's lower Main Street area has undergone a renaissance over the past decade, boosted by the Town's strong commitment through various public investments.

Over the past decade, the Community Improvement Plan's Financial Incentive Program (FIP) has consistently generated a return on investment of approximately \$3.50 of private sector expenditures for every \$1 of Town funding. Numerous property owners have accessed the funding to bring the Main Street building stock up to current building code standards.



These investments have increased commercial assessment growth within the downtown by 95% between 2006 and 2016, which is over 40% greater than commercial assessment growth across the Town during the same period (67%).

Analysis of employment growth for properties fronting on Main Street between Davis Drive and Water Street also demonstrate impressive results. In 2006, there were a total of 871 jobs in this area, of which 475 were full-time on-site. The total jobs increased by 278 (+32%) by 2015, with 618 of these permanent full-time on-site jobs. Similar to total employment, full-time jobs registered a 30.1% increase from 2006-2015.

While Main Street improvements were noticeable through the FIP's first 5 years, the marked change in the downtown's vibrancy began in 2011 with the emergence of a restaurant district.

Since then, lower Main Street has witnessed an explosion of at least ten new restaurants offering a variety of dining and entertainment experiences. The Town's patio program has helped attract even more visitors to the area.

Ultimately, Main Street has emerged as a “go-to” social destination for Newmarket residents and visitors.

Current Issue

Trash is set out and accumulates in the downtown area negating from the beauty and splendor of the area.

Residents and businesses leave out their garbage daily notwithstanding that the current service level is to pick up twice weekly. Letters were sent to addresses on Main Street to only leave out garbage at the designated time, but the Town has not been successful in attaining compliance.

Due to the amount of waste produced by burgeoning businesses, the Town regularly receives complaints of trash being prominent in the area.

Mixing of Waste Streams

Garbage collection in the downtown area has always posed some challenges because of the residential/commercial mix and the limited space for storage and collection. Current twice a week service has helped with minimizing issues, but this regularly includes both residential and commercial pickup.

York Region guidelines discourage commercial garbage in the residential waste stream, but it is difficult to adhere to these guidelines in the downtown area where residential and commercial uses are side-by-side and often within the same building. York Region's *Operational Best Practice Guidelines for Municipally Collected Commercial and Institutional Waste* is attached to this document.

The growth in the number of restaurants has put further pressure on waste collection and space limitations in the Main Street area. This presents an opportunity to address both long and short term issues around waste separation, aesthetics and overall fairness in waste collection and associated costs.

A Place to Be

Cedar Street in particular will benefit from improved garbage collection practices. Many otherwise useable Cedar Street entrances are presently blocked by various dumpsters and containers of Main Street fronting businesses.

Repurposing up to two parking spaces to provide space for a waste container will have little impact on the overall parking supply in the lower Main Street area, but will have a significant impact on revitalizing Cedar Street. By implementing an innovative waste management approach, we can transform Cedar Street into a visually pleasing, economically viable laneway that further enhances downtown growth.

Solution

Provide to local businesses access to Town property for installation of a waste container that they are responsible for purchasing and emptying. This will free up valuable space within the local businesses' own properties while helping mitigate the waste containment problem.

Any such access/occupancy arrangement between the Town and the local businesses would ensure that the initiative is beneficial to the Town and downtown patrons, residents and businesses and would include such considerations as, but not limited to:

- Pick-up time
- Pick-up frequency
- Cleanliness of the site
- Compensation for parking spots
- Enforcement
- Penalty clauses

In addition, the physical and administrative logistics of installing the containers (e.g. underground infrastructure, Lake Simcoe Region Conservation Authority permit, garbage truck turning radius, etc.) would need to be investigated by staff to determine if the Town may proceed with the proposed solution.

Benefits

By collecting waste with in-ground waste containers, the Cedar Street streetscape will be made more attractive and welcoming to patrons. This would help further revitalize Newmarket's historic downtown.

In-ground waste containers are designed to solve the common problems associated with traditional waste management in three primary ways:

First, waste containers can be installed in visible areas otherwise undesirable for steel bins. Figure 1 shows three sample waste containers that minimize aesthetic concerns.

Figure 1: Image of Three EnviroWirx Waste Containers by RTS Companies Inc. (Sample for illustration purposes only).



Second, the container holds more waste in a smaller footprint than a standard steel dumpster because much of the storage capacity is hidden underground. For example, 42% of the EnviroWirx's storage capacity is underground, which helps to disguise the actual mass of the container.

Third, the waste held underground is kept at cooler temperatures in the summer thereby dramatically reducing odour emissions.

Stakeholders

Fortunately, several leading restaurants have recognized the value of investigating progressive waste management solutions and have approached the Town to collaboratively seek ways to address garbage collection within the lower Main Street area.

The owners have expressed interest in a joint purchase and installation among themselves of waste containers, including the removal of waste from these containers. More consultation is required to determine additional interest levels from other business owners in the area.

Proposed Pilot

Restaurant owners in proximity to the Cedar Street/Timothy Street intersection have shown interest for an innovative waste management solution. This has led staff to propose repurposing up to two parking spots on Town property immediately behind 231 Main Street South (former Bank of Montreal building) to allow for the installation of an in-ground waste container.

A map of the proposed location is illustrated in Figure 2. Further investigation is required to determine support of other local businesses willing to partner with the Town.

Exploratory Area

To properly mitigate the prominence of waste in historic downtown, more than one waste container may be required in other Main Street locations.

If demand from other businesses exists for additional waste storage capacity within the lower Main Street area, staff will investigate similar solutions beginning with business owners with Cedar Street frontage (see Figure 2). Longer term, other locations may be identified that support waste management objectives while also supporting additional business expansion within the downtown.

Staff will report back to Council after the implementation of the pilot program to share its evaluation of the success of the program.

BUSINESS PLAN AND STRATEGIC PLAN LINKAGES

This report links to Newmarket's key strategic direction of living well by improving the enhancing the experience of visitors to downtown Newmarket. Staff are developing an overall strategy to remove non-residential waste from the Town's waste stream.

CONSULTATION

Several businesses within the downtown area were consulted to determine their initial interest in the proposed pilot program. Further consultation is required to determine support from the BIA and to identify future locations should the pilot program prove successful.

Legal Services was consulted with respect to considerations for future any proposed access or occupancy agreement between the Town and business owners. Engineering Services was consulted with respect to parking utilization rates and Planning Services was consulted with respect to cash-in-lieu of parking rates.

HUMAN RESOURCE CONSIDERATIONS

Not applicable to this report.

BUDGET IMPACT

Operating Budget (Current and Future)

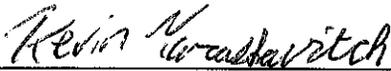
There is no impact on the operating budget as businesses would be responsible for emptying the waste containers at their cost.

Capital Budget

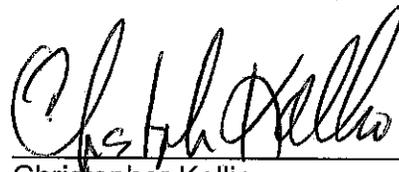
There is no impact on the Capital budget as businesses would be responsible for capital costs associated with purchasing and installing the waste containers.

CONTACT

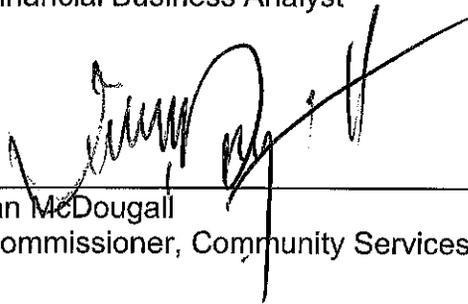
For more information on this report, contact: Chris Kalimootoo at 905-953-5300, ext. 2551 or via e-mail at ckalimootoo@newmarket.ca or Chris Kallio at 905-953-5300, ext. 2442 or via e-mail at ckallio@newmarket.ca



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Commissioner, Community Services



Christopher Kalimootoo
Director, Public Works Services



Peter Noehammer, P.Eng.
Commissioner, Development and
Infrastructure Services

Attachment:

- a) Operational Best Practice Guidelines for Municipally Collected Commercial and Institutional Waste

Figure 2: Proposed Pilot Location and Exploratory Area Location for Even Better Waste Management in Historic Downtown Newmarket



The Regional Municipality of York

Committee of the Whole
Environmental Services
February 2, 2017

Report of the Commissioner of Environmental Services

Operational Best Practice Guidelines for Municipally Collected Commercial and Institutional Waste

1. Recommendation

It is recommended that the Regional Clerk forward this report to local municipalities for information.

2. Purpose

This report is to inform Council of Operational Best Practice Guidelines collaboratively developed with local municipal partners to encourage consistent practices in waste separation, collection, recycling and disposal for municipally collected commercial and institutional properties.

3. Background

Most municipally collected waste is from residential sources

York Region and local municipalities work together to deliver seamless waste management services; municipal curbside waste collection is managed by local municipalities and then delivered to York Region for processing. Municipal curbside collection is primarily from residential single family homes, multi-residential apartment buildings and some condominiums. Curbside collection is also provided to some mixed-use commercial buildings, heritage downtown areas and main streets, places of worship, schools, small offices and retail establishments. This level of service for municipal curbside collection to commercial and institutional properties is a common practice in most Ontario municipalities as these properties are often found along established residential collection routes or in areas where private collection cannot be accommodated.

Table 1 offers a description of property types referenced in this Report.

Table 1
Description of Property Types

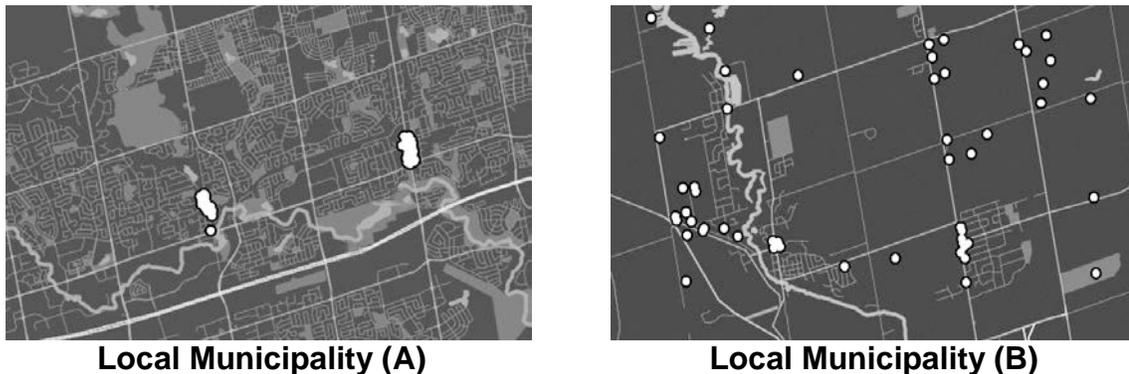
<i>Property Type</i>	<i>Description</i>
Residential	Single family homes, multi-residential apartment buildings and some condominiums
Commercial	Mixed-use residential/commercial, businesses located in heritage downtown areas, main streets and business improvement areas, small office/retail buildings and houses converted into offices/retail
Institutional	Places of worship, schools, municipal facilities (libraries, fire halls and community centres)
Industrial, Large Commercial and Institutional	Large manufacturing, production or processing properties, large commercial buildings with multiple floors and offices with no residential units, large institutional such as hospitals

Collection standards for commercial and institutional properties differ across local municipalities

York Region staff meets regularly with local municipalities to discuss ongoing *SM4RT Living Plan* objectives. Through these meetings, it was identified that there are variations in the scope of collection services offered to commercial and institutional properties. On September 24, 2015, the Strategic Waste Policy Committee met to review the scope of existing commercial and institutional waste collection. Collectively, the group determined that establishing a set of Operational Best Practice Guidelines would be helpful.

In particular, local municipalities vary in how they manage requests to collect from businesses including office and retail buildings that are considered outside the scope of best practices seen in other Ontario municipalities. For example, Figure 1 shows local municipality (A) only services commercial properties within its heritage downtown areas including mixed use properties, while local municipality (B) has extended collection services to properties outside heritage downtown areas, scattered throughout the municipality.

Figure 1
Variation in Municipal Waste Collection of Commercial Properties



Some local municipalities do not have consistent internal policies or standards, with respect to requests for collection, making it difficult to consistently manage such requests. As of June 2016, Statistics Canada's business counts reported over 50,000 businesses in York Region, of which approximately 1,500 receive municipal collection. Figure 2 illustrates the estimated municipally collected waste tonnage by property type in York Region in 2015. Guidelines support local municipalities in managing this scope of commercial and institutional municipal waste collection.

Figure 2
2015 Municipally Collected Waste Tonnage Estimate by Property Type



**Includes curbside tonnes only, does not include waste depot tonnes*

Operational Best Practice Guidelines for Municipally
Collected Commercial and Institutional Waste

Region and Local Municipalities agreed that a set of Guidelines provide guidance for municipally collected commercial and institutional waste

These Guidelines were collaboratively developed with the objective of aligning municipal collection standards and ensuring a sufficient scope of services is maintained primarily for residents. Municipalities maintain local autonomy as the Guidelines will not override current municipal standards, but rather offer opportunities for all municipalities to consider in providing consistent waste collection services to commercial and institutional properties that meet the Guidelines.

4. Analysis and Implications

Best practice review indicates other municipalities apply specific guidelines to commercial and institutional properties

A best practice review showed that in order to receive municipal collection, commercial and institutional properties must comply with specific waste collection guidelines established by the municipality (Table 2). Municipal collection from industrial, large commercial and large institutional properties is not a best practice in neighbouring jurisdictions as these property types typically produce large volumes of waste requiring frequent collections from large roll-off bins or compactors. Also, industrial waste activities typically produce materials prohibited from curbside collection such as industrial hazardous waste.

Table 2
Industrial, Commercial and Institutional
Collection Guidelines in Neighbouring Jurisdictions

Guidelines	City of Toronto	Halton Region	Niagara Region	Region of Peel
Building Size Restrictions	<ul style="list-style-type: none"> • Less than four storeys 	<ul style="list-style-type: none"> • Less than six units 	<ul style="list-style-type: none"> • Less than three storeys 	<ul style="list-style-type: none"> • Less than three storeys
Sectors Serviced	<ul style="list-style-type: none"> • Commercial • Institutional 	<ul style="list-style-type: none"> • Commercial • Institutional 	<ul style="list-style-type: none"> • Industrial • Commercial • Institutional 	<ul style="list-style-type: none"> • Commercial • Institutional
Exclusions	<ul style="list-style-type: none"> • No industrial properties 	<ul style="list-style-type: none"> • No industrial/manufacturing • Must recycle • Only office type waste accepted 	<ul style="list-style-type: none"> • No room for private collection bins 	<ul style="list-style-type: none"> • Must be located on residential collection route
Limits	<ul style="list-style-type: none"> • No limits. User-pay for garbage from small businesses 	<ul style="list-style-type: none"> • Six bags of garbage collected twice per week 	<ul style="list-style-type: none"> • Four bags of garbage collected once a week 	<ul style="list-style-type: none"> • Must adhere to residential garbage limits

Operational Best Practice Guidelines for Municipally Collected Commercial and Institutional Waste

Operational Best Practice Guidelines enable local autonomy while supporting common objectives

The proposed Guidelines for Municipally Collected Commercial and Institutional Waste were developed in partnership with local municipalities through regular one-on-one meetings and the bi-annual Strategic Waste Policy Committee meetings.

On April 29, 2016, the Strategic Waste Policy Committee reviewed operational best practices from neighbouring jurisdictions and agreed upon the following Guidelines that commercial and institutional properties in York Region must meet in order to receive municipal collection:

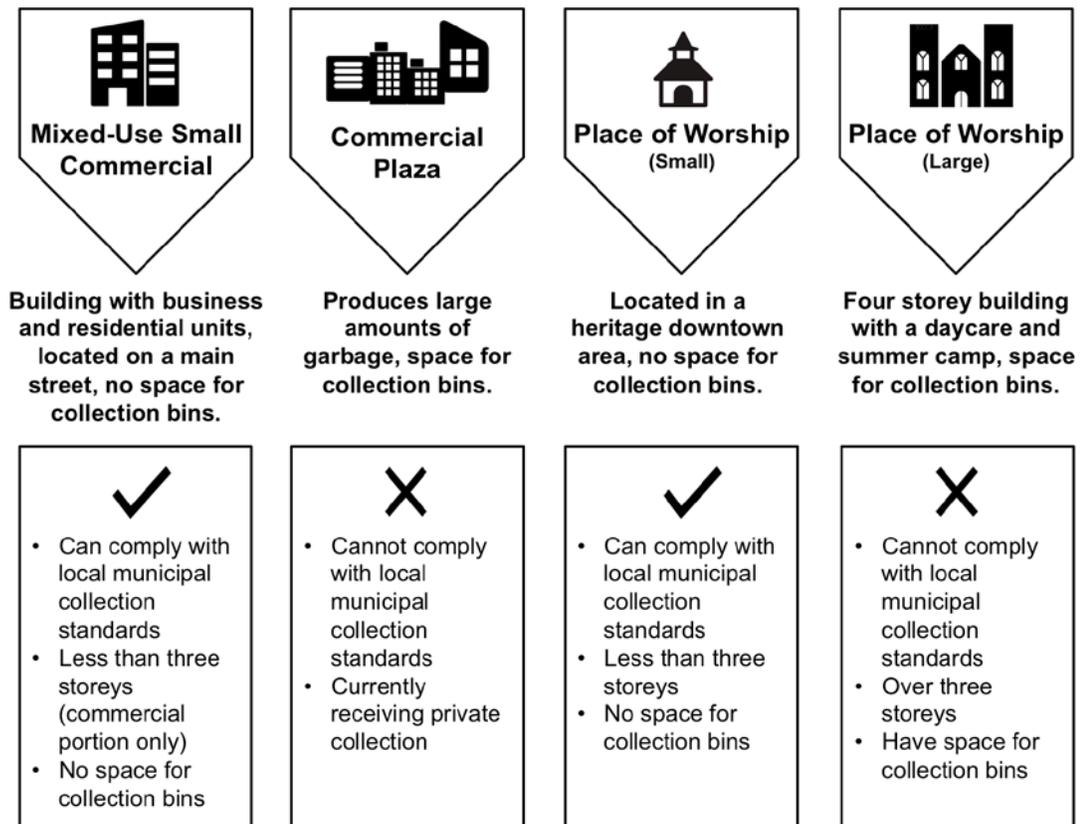
1. Comply with all local municipal collection standards (e.g. municipal waste collection bylaws, development standards, set out rules, bag limits, collection frequency, banned waste such as hazardous waste); and
2. Commercial and/or institutional properties, (stand alone or in a mixed-use building) must be three storeys or less in height; and
3. Property footprint cannot accommodate private collection bins*; and
4. Not currently receiving private collection; and
5. Waste materials accepted for processing, must be municipally collected.

** For existing properties only, exceptions might apply*

Guidelines are a tool for managing eligibility and compliance with municipal collection standards

These Guidelines are designed to be flexible for each municipality to maintain their current collection and customer service standards and not interfere with municipal bylaws or set out rules. It is up to local municipalities to ensure compliance with collection standards, which may be tailored to suit different property types. For example, in heritage downtown areas, a municipality may have set a specific pick-up frequency to ensure the street is serviced and clean. Most municipalities have defined these collection standards and as long as the property can meet them, they would be eligible for collection under the Guidelines. Figure 3 describes examples of how these Guidelines may be used by local municipalities.

Figure 3
Sample Application of Guidelines by Property Type



Guidelines support objectives in the 2015 to 2019 Strategic Plan and Vision 2051

Operational Best Practice Guidelines for Municipally Collected Commercial and Institutional Waste support the 2015 to 2019 Strategic Plan objective of “optimizing critical infrastructure systems capacity.” As local municipalities receive requests to collect from commercial and institutional customers, the Guidelines help ensure capacity is preserved for future residential growth in the Region. Staff also identified common deliverables between the Guidelines and the Vision 2051 goal of “living sustainably” through waste reduction.

5. Financial Considerations

Operational Best Practice Guidelines help manage collection and processing costs

The proposed Guidelines align with best practices in neighbouring jurisdictions, maintaining a scope of collection services focusing on residential customers and helping to manage resultant collection, processing, transfer and disposal costs.

Operational Best Practice Guidelines for Municipally Collected Commercial and Institutional Waste

About 3 per cent of businesses in the Region currently receive municipal collection

While there are varying waste collection practices across the Region for commercial and institutional properties, the overall impact of servicing these properties has been kept minimal. Out of approximately 50,000 businesses in York Region, approximately 1,500 or about three per cent are currently receiving municipal collection. It is estimated these businesses generate about 1,100 tonnes of waste, resulting in almost \$135,000 in processing costs to York Region. The Guidelines help contain these costs and equitably manage pressures on collection services and processing capacity due to growth.

These are estimates only as tonnages and processing costs are difficult to quantify because commercial and residential waste is collected curbside and mixed together in the same truck. Estimates were based on the assumption that a small business will produce waste at the same rate as an average household in their respective municipality.

6. Local Municipal Impact

York Region and local municipal partners benefit from Operational Best Practice Guidelines

Currently there are no Guidelines to define municipal waste collection and processing from commercial and institutional properties across York Region. Local and Regional staff on the Strategic Waste Policy Committee believed that developing Guidelines to support local municipal practices and consistent municipal collection service levels to commercial and institutional properties would be helpful. These proposed Guidelines support municipal bylaws, collection contracts and development standards while providing an opportunity for some municipalities to align existing bylaws and collection standards.

7. Conclusion

Guidelines support a sustainable waste management program

York Region and the local municipal partners have a demonstrated track record for leadership in waste management. The collaborative development of Guidelines for municipally collected commercial and institutional waste in York Region aligns with best practices in neighbouring jurisdictions.

York Region continues to facilitate increased diversion of commercial and institutional waste through sharing information on best practices, advocating for change in legislation and continued support of diversion programs.

Operational Best Practice Guidelines for Municipally
Collected Commercial and Institutional Waste

For more information on this report, please contact Laura McDowell, Director,
Environmental Promotion and Protection at 1-877-464-9675 ext. 75077.
The Senior Management Group has reviewed this report.

Recommended by:

Approved for Submission:

Erin Mahoney, M. Eng.
Commissioner of Environmental Services

Bruce Macgregor
Chief Administrative Officer

January 19, 2017

#6772182

Accessible formats or communication supports are available upon request.