CITY OF HAMILTON

PUBLIC WORKS DEPARTMENT
Operations and Waste Management Division

Report to: Chair and Members
Public Works Committee

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Date: October 19, 2009

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Extension 3445

SUBJECT: Waste Management Services for Festivals and Special Events
(PW08057a) (City Wide)

RECOMMENDATION:

(a) That the City through the Special Events Advisory Team (SEAT) continue to provide a consistent approach in determining the eligibility for funded waste management services at festivals and special events;

(b) That recycling and organics collection services be made available for facility rentals held at City-owned facilities, subject to availability of resources as part of the City's corporate waste diversion program;

(c) That the City implement a user fee to replace lost or damaged waste containers (attached as Appendix "A" to Report PW08057a), and apply the City's Transfer Station tipping fees for contaminated loads of materials from festivals, special events, and facility rentals;

(d) That events held at City-owned facilities, which are not eligible for funded services from the Operations and Waste Management Division, be required to provide recycling and green cart containers and the costs be fully funded by the event organizers;

(e) That staff continue to review service delivery options to provide full waste management services at approved festivals and special events in 2011 for consideration as part of the 2011 Budget Process and maintain current waste management service level provided to festivals and special events in 2009 and 2010 as directed through the Public Works Operating Budget;
(f) That staff investigate the opportunity to incorporate waste management services as part of the City’s Community Partnership Program as a means to ensure efficient services.

EXECUTIVE SUMMARY:

On June 16, 2008, Council approved Public Works Report PW08057/FCS08057 “Waste Management Services for Festivals and Special Events”. The included several recommendations to oversee waste management services for festivals and special events including:

- The approval of the criteria to be used as a guide by the Special Events Advisory Team (SEAT) to provide a consistent approach in determining the eligibility for waste management services at festivals and special events;
- Funding for the provision of full waste management services (collection and processing of recyclables, organic waste, and garbage) to community events held on City property and approved by SEAT;
- User fees for festival waste management services including a $1,000 refundable security deposit as a means to recover container loss/damage and ensure the quality of recyclables and organic waste recovered at special events; and
- Fee (charge) for service arrangement for special events held at non City-owned facilities subject to resource availability.

Information in Report PW08057/FCS08057 dealt primarily with events that are handled through the SEAT. The user fees for festival waste management services were approved on December 10, 2008 through the Tax Supported User Fees Report (Report FCS08106). The majority of festivals and special events had submitted their 2009 SEAT application prior to the approval of the Tax Supported User Fees Report and were not aware of the user fees and the $1,000 security deposit for special events. Many not-for-profit groups do not have the ability to supply a $1,000 deposit prior to their event. Rather than charge the security deposit, Staff is proposing to implement user fees to recover the costs of lost or damaged waste containers and the City’s Transfer Station tipping fees for contaminated loads of recyclables or organic waste. Event organizers would be informed of these proposed fees through the 2010 SEAT application. The proposed fees would be included in the 2010 Tax Supported User Fees Report.

Council did not approve $40,000 in requested funding for full waste management services for community events during the 2009 budget deliberations therefore the Operations and Waste Management Division has maintained its existing level of service in 2009. Staff will continue to review options to provide full waste management services
including collection of green carts, recyclables and garbage for community events for consideration as part of the 2011 budget process.

**BACKGROUND:**

The information in this report has City wide implications.

Recommendation 19 of the City’s Solid Waste Management Master Plan states that City Departments lead by example and have policies and operations in place that support the Solid Waste Management Master Plan.

Waste diversion opportunities are being offered at special events and festivals throughout Hamilton as a means to move towards the City’s 65% waste diversion target. The Operations and Waste Management Division provides recycling collection and bin garbage collection at festivals and special events on an ‘on request’ basis. Recycling collection includes the supply of recycling barrels to collect mixed containers such as plastic bottles and metal drink cans. Roll-off bins are supplied to approximately eight (8) major events to collect garbage or large volumes of cardboard. These services are funded from the Operations and Waste Management Division’s annual Operating Budget.

Report PW08057/FCS08057 identified criteria to determine eligibility for waste management services funded by the Operations and Waste Management Division which included type of event, duration, and number of participants. These criteria were mainly used to determine eligibility for provision of waste management services at community events held on municipal sites handled through SEAT. The report also recommended a consistent level of waste collection services including collection of recyclables, organics, and garbage as a means to promote waste diversion. Expanding the level of service to additional special events requires an additional $40,000 in funding to Waste Management’s annual Operating Budget for 2011. These services will not be made available for festivals and special events until this budget amount is approved or alternative delivery methods are identified.

In addition to the SEAT events, the City regularly receives requests for waste collection services from event organizers at other venues including municipal buildings and private facilities. This report is to clarify waste management opportunities for facility rentals at municipal facilities, which are not managed through the Special Events Advisory Team.

**ANALYSIS/RATIONALE:**

Festivals and special events at City facilities provide an opportunity for the City to lead by example by supporting waste diversion. Environmental responsibility is becoming mainstream and in several cases event organizers are interested in promoting a “green” event by reducing the amount of waste generated or disposed. Examples of this include the Ancaster Lobsterfest held in May 2008 and May 2009, which successfully piloted organics collection and the Rockton Agricultural Society’s Dinner Theatre held in March and April 2009. The Dinner Theatre was attended by approximately 1500 people, however, only one bag of garbage was generated at the event. The City has also piloted organic waste collection at the Winona Peach Festival in 2007, 2008 and 2009.

Staff met with various event organizers to discuss opportunities to encourage waste diversion at events. Methods to promote waste diversion include having recycling containers paired with garbage containers, ensuring containers have proper signage, and
providing guidance for event vendors. In the future, some event organizers may look at using recyclable or compostable products to decrease the amount of garbage generated from their event. Information on waste management services is part of the City’s current Special Events handbook to inform organizers of the City’s waste management services. Staff will continue to meet with festival organizers to discuss options on hosting “green” events and support the City’s waste diversion programs.

**ALTERNATIVES FOR CONSIDERATION:**

The Operations and Waste Management Division is maintaining its existing level of service for festivals and special events being held in 2009. Provision of additional services to special events, such as green cart collection and/or garbage collection, could be provided if the event organizer pays for the services in accordance with the approved fees in the 2009 Tax Supported User Fees Report (Report FCS08106). Services would be provided based on availability of resources.

The method for handling waste collection requirements for special events at various venues is noted below.

**Special Events at City Facilities handled by the Special Events Advisory Team**

The Special Events Advisory Team has received an increasing number of requests for events over the past few years. These festivals and special events include community events which do not profit an individual or group as well as non-community events that are held for business reasons or to generate revenue. Events with one or more of the following criteria are referred to SEAT for review:

- Request is for a Full or Partial Road Closure;
- Request is for a City Park with more than 100 people anticipated;
- Food being given or sold to the general public;
- Electricity required greater than a 110V standard outlet;
- Sound amplification for public address (PA) systems or live music;
- Tents larger than 10' x 10' being used;
- Request for alcohol;
- Request for fireworks;
- Request for amusement rides, other than bouncy inflatable rides; or
- An event at a City Facility where the Supervisor/Manager having jurisdiction, assesses that an event may be too large of scope to manage with available resources. These are generally events with an attendance in the 500 to 1000 person range.

Funded waste management services are available for community events generally greater than one day in length and with approximately 1,000 participants as identified in Report PW08057/FCS08057. Since the approval of Report PW08057/FCS08057 staff from the Operations and Waste Management Division and Culture and Recreation have reviewed the requirements for waste management services for festivals and special events. Event organizers who have never been required to submit a $1,000 security deposit for waste containers and material quality would strongly object to supplying the deposit in 2009 since it was not specified in the 2009 SEAT application. Further, this requirement would pose a challenge particularly for many not-for-profit event organizers who may not have these funds available prior to their event.
Staff propose to create a user fee which would recover the cost of lost or damaged waste containers as well as a tipping fee for contaminated loads. The purpose of the user fees is to ensure that event organizers make an effort to capture divertible materials and return all supplies provided by the Operations and Waste Management Division including containers and community outreach signage at minimal cost to the City. The tipping fee is meant to ensure the integrity of the diverted material and to recover the City’s costs if materials need to be disposed. The change would also reduce the financial impact on not-for-profit groups prior to their event.

For all applicants to be aware of the proposed fees, the 2010 SEAT application would be revised to include further information on waste diversion requirements for special events as well as the purpose of the fees for waste container replacement and diverted material integrity.

Facility Rentals at City Facilities

As part of Recommendation 19 of the SWMMP, most City facilities are moving ahead with the tools necessary to divert waste from landfill. Most City facilities have implemented recycling programs through the City’s corporate waste diversion program. Several municipal buildings are now participating in the City’s curbside green cart program to help divert organic waste. As an example, the Operations and Waste Management Division and Hamilton Entertainment Convention Facilities Inc. (HECFI) implemented the green cart program at the Hamilton Convention Centre and Copps Coliseum in February 2009.

The Operations and Waste Management Division is reviewing opportunities to expand the green cart program to municipal facilities. Should such a program be implemented, there would be opportunities to provide this service for facility rentals, for community functions or residents who wish to hold a personal function such as a family party. Including costs in the rental fees may be a way to cover costs.

Special Events at Private Facilities

The Operations and Waste Management Division maintains its position to not provide waste management services to non-community events including events that are held to generate profit. The Operations and Waste Management Division also does not provide service for events held at private facilities including commercial, industrial or institutional properties. Waste management services at these types of events would need to be retained through private waste management companies.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

Financial

Waste management services for festivals and special events is currently administered by the Operations and Waste Management Division. Staff will investigate the opportunity to include waste management services as part of the Community Partnership Program. The City of Hamilton’s Community Partnership Program (CPP) provides financial assistance on an annual basis for event road closure services and to community groups and organizations whose services benefit Hamilton residents. The purpose of the Community Partnership Program is to provide limited financial assistance to community groups and organizations who are engaged in programs and activities within the City of
Hamilton designed to achieve the self-fulfillment of individuals and the general well-being of the community. Event organizers are required to submit an application for funding from the Community Partnership Program or to request road closure services that may be associated with an event. Event Road Closure Services is defined by Traffic, Roads and Police Services. Costs associated with services are funded from the Departments that are involved with the Community Partnership Program and/or Event Road Closure Services (ERCS) program and the charges for these Departments are administered by the Budgets and Finance Division.

Report PW08057/FCS08057 recommended that an additional $40,000 be considered for the 2009 Operating Budget to provide a consistent level of service for special events which would include recycling collection, organics collection and garbage collection. Approximately $30,000 is currently allocated in the Operations and Waste Management Division Operating Budget for the provision of waste management services to special events including recycling collection for forty (40) events and front bin garbage collection for eight (8) events. The average cost of providing recycling collection, organics collection and garbage collection per event is approximately $2,450. These costs include the delivery and removal of containers, collection of materials, processing costs for recyclables and organic waste, and disposal costs for garbage. These additional funds were not approved in the 2009 Operating Budget deliberations therefore the existing level of service has been maintained in 2009. Should Council approve the additional $40,000 required for full waste management services, the SEAT application will be amended to inform event organizers of the details of all the waste management services to be provided including collection of green carts, recyclables, and garbage. Should the $40,000 not be approved in the 2011 budget deliberations, then the SEAT application will not be amended and the City will maintain its existing level of service. In addition no additional waste management services would be provided until after the additional funds are approved or the decision is made not to provide these additional services to all special events.

Other options to reduce the City’s costs is to allow event organizers to obtain waste management services through the private sector. In some cases, private waste management companies offer waste collection services as a community relations initiative. Organic waste collection services from the private sector is limited at this time.

**Staffing**

Waste management services for festivals and special events will be handled by existing staffing levels.

**Legal**

There are no legal implications with the recommendations.

**POLICIES AFFECTING PROPOSAL:**

(a) Corporate Strategic Plan

The proposed changes support the Corporate Strategic Plan desired end results to increase diversion from landfill by diverting waste materials generated at festivals and special events.
(b) Public Works Business Plan
The Public Works Business Plan strives to make Public Works a leader in the “greening” and stewardship of the City. Maximizing landfill space is environmentally and fiscally responsible.

(c) Solid Waste Management Master Plan (SWMMP)
The recommendations in this report are guided by the Solid Waste Management Master Plan (SWMMP) and support the following recommendations of the SWMMP:
Recommendation #2 - *Contributing to the optimization of the Glanbrook landfill.*
Recommendation #3 - *Contributing to the 65% diversion target.*
Recommendation #19 - *That the City lead by example.*

Promoting waste diversion at festivals and special events provides an opportunity to educate the public that waste diversion programs are available at public venues.

**RELEVANT CONSULTATION:**
An overview of the recommendations was presented to the Solid Waste Management Steering Committee at their meeting held on May 13, 2009. External discussions were held with various event organizers.

**CITY STRATEGIC COMMITMENT:**
By evaluating the “Triple Bottom Line”, (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☑ Yes  ☐ No
By reviewing best practices and examining actual costs the community can be assured that their tax dollars are being used effectively. Public services and programs are delivered in an equitable manner, coordinated, efficient, effective and easily accessible to all citizens.

Environmental Well-Being is enhanced. ☑ Yes  ☐ No
Waste is reduced and recycled.

Economic Well-Being is enhanced. ☑ Yes  ☐ No
Hamilton’s high-quality environmental amenities are maintained and enhanced.

**Does the option you are recommending create value across all three bottom lines?**
☑ Yes  ☐ No

This report supports the following elements of the City’s strategic plan:
- Sustainability – to contribute to a balanced community, economy and environment: to minimize the footprint of our activities and reduce environmental impact.
- A Healthy, Safe, and Green City – Reducing Waste going to Landfill. Council will commit to an aggressive waste diversion rate to increase the lifespan of our landfill and ultimately reduce costs, both financial and environmental, for taxpayers.

**Do the options you are recommending make Hamilton a City of choice for high performance public servants?**
☐ Yes  ☑ No
The proposed change has no staffing implications.
Appendix A
Waste Management Services for Festivals and Special Events
User Fees for Replacement Waste Containers

Organics Collection
• Replacement green cart cost is $50.00, plus applicable taxes

Recycling Collection
• Replacement recycling barrel cost is $45.00, plus applicable taxes

Garbage Collection
• Replacement garbage can cost is $35.00, plus applicable taxes