SUBJECT: Waste Management Services for Festivals and Special Events (PW08057/FCS08057) - (City Wide)

RECOMMENDATION:

(a) That the criteria outlined in Appendix A of Report PW08057/FCS08057 be approved and used as a guide by the Special Events Advisory Team (S.E.A.T.) to provide a consistent approach in determining the eligibility for funded waste management services at festivals and special events;

(b) That during the 2009 budget deliberations, Corporate Services staff include for Council’s consideration, amendments to the Community Partnership Program (CPP) to include funding for provision of full waste management services (recycling, organics and garbage) to all community events held on City property and approved by the Special Events Advisory Team;

(c) That the additional $40,000 required to fully fund the provision of waste management services at approved festivals and special events be referred to the 2009 budget for further consideration;

(d) That special events held at City-owned facilities, which are not eligible for funding, be required to provide recycling and green cart containers and the costs be fully funded by the event organizers.

(e) That user fees for festival waste management services be established for 2009 including a $1,000 refundable security deposit from each event receiving services for container damage and diverted material integrity and the costs per event set out in Appendix C of Report PW08057/FCS08057;
(f) That recycling and organics collection services be made available for special events held at non City-owned facilities on a fee for service basis, subject to availability of resources; and

(g) That no change be made to the waste management service level provided to festivals and special events in 2008.

Scott Stewart, C.E.T.  
General Manager  
Public Works

Joseph L. Rinaldo,  
General Manager  
Finance & Corporate Services

**EXECUTIVE SUMMARY:**

In continuing to implement the recommendations set out in the Solid Waste Management Master Plan, a staff working group from the Waste Management Division was assembled to review the present level of service provided to festivals and special events and consider the best approach in providing waste management services. This report sets out service levels for festivals and special events on City-owned properties, costs for providing the services and a process for determining eligibility for City-funded waste management services at festivals and special events.

Each year the City receives applications from festival and special event organizers to hold activities on City property. In most instances these events are community events. A community event is a special event that does not profit an individual, group of individuals or a “for profit” company. A non-community event is an event that is held for the purpose of business, profit making or promotion of an individual, group, organization or Corporation.

The City through the Community Partnership Program (CPP) has provided funding in whole or in part to these events to offset the costs associated with the provision of essential services provided by City departments. The larger of these services and associated funding for the events from the CPP are as follows:

- Police Services -100 % funded
- Traffic Division -100 % funded
- HSR - 100 % funded

The review of waste management services has concluded that in order to have any serious impact on diverting materials from waste at festivals and special events, the City must take control of the garbage stream. Without control of garbage collection and disposal, it can be expected that event organizers would simply not participate in the diversion programs and place all waste into the garbage stream. As seen from Appendix B, there are many events held each year that do not receive public funded garbage collection and disposal services and either pay for such services on their own or have arrangements with private waste management haulers. For this reason, staff
are recommending that the preferred approach in moving forward in order to provide a consistent level of waste management services and maximize diversion at festivals and special events is to seek approval from Council for the following:

1) Festival and special event organizers would continue to complete applications each year for the Community Partnership Program (CPP) to provide needed details pertaining to the event, to confirm eligibility for provision of waste management services and to determine resources (staff and funding) to provide the service.

2) Eligibility of waste management services at events would consider the expected number of participants, duration of the event in days and waste diversion capture capability.

3) All eligible events approved by the Special Events Advisory Team (S.E.A.T.) meeting the criteria for provision of waste management services would be required to actively participate in the City’s waste diversion programs (recycling and green cart).

4) The City would fund all waste management services (garbage, recycling and green cart) for all approved eligible events that meet the criteria for provision of waste management services.

5) The total cost to provide service to the forty (40) eligible events is estimated to be $70,000. An additional $40,000 would be considered during the 2009 budget deliberations for inclusion in the 2009 Operating Budget for the provision of waste management services, in addition to the $30,000 presently in the annual Waste Management Operating Budget.

Waste management services at these approved events would include:

- supply, delivery and removal of garbage, recycling and green cart containers
- cleaning of containers for use at other events
- supply of community outreach signage to promote diversion capture of acceptable materials
- collection, processing and disposal of all materials collected

The event organizers would be required to empty containers on an as required basis during the event and place all materials at a location acceptable for collection crews to collect after the event.

Staff with the assistance of the Waste Management Steering Committee considered several options with respects to address this in a fair and consistent manner. At the end of the analysis the option to fund all waste management services for eligible community events and have them participate in diversion programs was determined to be the preferred option. The reason for this preferred option is that community events (festivals and special events) represent a partnership with community based organizations and the City of Hamilton, which in turn contribute to Hamilton being a great place to live and a healthy and safe city. Community events increase public participation and civic pride. Grants from the Community Partnership Program to these special events assist the City in achieving its goal of being a great city in which to live by providing quality community services.

The report recommendations also make provisions to require non-community events held at City facilities to provide recycling and green cart containers and the costs be
paid for by the event organizers. Establishing user fees will also enable diversion services to be provided at other events, subject to availability of City resources.

Hamilton continues to be a leader in waste management by providing organics collection at community festivals and special events. A survey of other municipalities indicates that no other municipalities are currently offering this service. Some municipalities provide festivals and special events with recycling and garbage collection and most do not charge a fee. Only a few municipalities provide organics collection but only upon request and in special circumstances.

BACKGROUND:

The information contained within this report has City wide implications.

In 2007 there were approximately forty (40) “community” events approved by the S.E.A.T. Committee. Events ranged from a few hours to several days in length and from 150 participants to 60,000 (See Appendix B). While all events made some degree of effort to participate in recycling, only the Winona Peach Festival participated in the Green Cart Program and this was provided as a pilot with substantial assistance from Waste Management staff. The total waste diversion rate at the Peach Festival was 17.3% (15.8% was recycling and 1.5% was acceptable organics). However it is often difficult to measure diversion rates at festivals and special events as diverted material may be collected in the same truck as the curbside or multi-residential material.

Of the forty (40) events held on City property in 2007, twenty-six (26) identified expected participants exceeding 1,000 on their application and most were one (1) day or greater. Staff considered this information to develop the criteria being recommended to determine eligibility for provision of funded waste management services (See Appendix A). This process would be used as a guide only and exception in the provision of waste management services would be considered where waste diversion capture could be expected to be significant.

As identified in Appendix A, in most instances non-community events would not receive waste management services however there may be instances where it is beneficial for services to be provided on a full cost plus recovery basis.

Waste management services are not currently provided at other events in the community.

ANALYSIS/RATIONALE:

The Solid Waste Management Master Plan recommendations encourage waste diversion from landfill and promote public education and outreach. Festivals and special events are held throughout the year within the City, many of which are attended by a significant number of Hamilton residents. These events provide an excellent opportunity to educate residents in the City’s waste diversion programs while at the same time increasing capture of divertible materials from landfill.

With Council approval of the recommendations in this report, events that are approved by the S.E.A.T. Committee and which meet the criteria for provision of funded waste management services would be required to participate in provision of these services at
the event. A $1,000 refundable deposit would be required from the event organizers to ensure:

- garbage is minimized and a clear effort has been made to divert acceptable materials and that the material is not highly contaminated preventing it from being recycled or composted
- waste containers and community outreach signage provided are returned and not damaged

If it is found that captured divertible materials are so contaminated that they are unacceptable for processing and require being landfilled, costs associated with landfilling of the collected unacceptable materials will be deducted from the deposit. Further if waste containers and/or community outreach signage is not returned or has been damaged, the costs for replacement and/or repair will likewise be deducted from the retainer. Any outstanding portion of the deposit would be refunded to the event organizers.

**ALTERNATIVES FOR CONSIDERATION:**

Several alternatives were considered in addition to the recommended approach and are listed as follows:

**Status Quo**

This alternative would continue to see recycling at festivals/events but not green cart organics collection. No focused effort would be applied to educate residents attending these events and no increased effort would be made to divert acceptable materials from landfill.

**Partial and/or Full Cost Recovery**

Appendix C provides details and costs associated with provision of waste management services at events. It is estimated that only 25% of the cost for the provision of these waste management services relates to actual garbage collection and disposal. The remainder of the costs are for diversion related activities and administration.

With this alternative of partial and/or full cost recovery, event organizers would be responsible for payment of certain services relating to garbage such as roll-off bins and tipping fees. This alternative however is not recommended as it would encourage organizers to place all waste into garbage stream rather than participate in diversion activities. It would further result in these community event organizers being required to pay garbage collection and disposal service costs out of their revenues. It also continues with the inconsistent waste diversion service levels at events. As seen from Appendix B some events receive public funded garbage bin/curbside service while others make their own private arrangements.

Effort should be focused on assisting these community based events in being successful, encouraging the organizers to make the effort to maximize diversion and decrease waste to landfill as well as taking the opportunity to educate attendees of the City’s waste diversion programs. Ultimately, to encourage Hamilton residents to practice in the community what they do in their homes when sorting waste streams. Establishing fees for ineligible events will enable the City to provide services when resources (equipment, labour) are available and the related costs to be covered.
FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial

Presently, approximately $30,000 is provided in the Waste Management Division Operating Budget for provision of recycling collection and front bin collection services to some events. The $30,000 is comprised of $25,000 from Dept. ID 512520 - Recycling Collection and $5,000 from Dept. ID 512654 - Bin Garbage. In order to provide a consistent level of service to all festivals and special events that meet the criteria detailed in Appendix A, staff is recommending that an additional $40,000 be considered for approval through the 2009 Operating Budget deliberations for a total of $70,000 to be used for provision of waste management services at approved festivals and special events.

It is estimated that the cost for the provision of waste management services is approximately $2,450 per event as identified in Appendix C. Approximately 71% of the total cost of waste management services is made up of waste diversion costs associated with recycling and organics collection (separate vehicles) and processing and only 29% of the cost is for garbage and administration costs.

In 2007, Waste Management serviced twenty-six (26) eligible events (refer to Appendix B). Other applications were received however the number of participants and/or the length of events did not justify the cost associated with the provision of waste management services. Some allowance for additional events has been provided when estimating the costs in 2009. Therefore the total estimated budget of $70,000 was based on $2,450 per event for a total of twenty-nine (29) events.

To ensure that event organizers make a concerted effort to capture divertible material and return containers and other community outreach signage supplied by Waste Management, a $1,000 refundable security deposit would be required for each event by the organizing group before the event takes place. Providing that material collected is acceptable and all containers and community outreach signage supplied by Waste Management is returned in good condition, the deposit would be refunded.

POLICIES AFFECTING PROPOSAL:

This proposal is affected by the Solid Waste Management Master Plan (SWMMP) and the Public Works Strategic Plan.

SWMMP

The recommendations relate to Recommendations #1, #10 and #19.

Recommendation #1 - “The City of Hamilton must maintain responsibility for the residual wastes generated within its boundaries. Inter-regional diversion facilities will be considered.”

The option of funding full waste management services for all S.E.A.T. approved festivals and special events and working with event organizers to capture divertible materials will reduce the amount of waste going to landfill and optimize the capacity at Glanbrook.

Recommendation #10 - “The City of Hamilton must implement, sustain and support a comprehensive public education, awareness and marketing program in
all areas of the city outlining the benefits and encouraging participation in waste reduction, re-use, and recycling programs."

Having festivals and special events actively participate in waste diversion initiatives during each event, provides an opportunity to further educate the public and draw awareness to the City’s waste reduction programs.

Recommendation #19 - “That the General Managers review and report back on how their respective department’s policies, by-laws and operations can be enhanced to implement and support the Solid Waste Management Master Plan.”

Recycling and organic collection at festivals and special events supports the Solid Waste Management Master Plan goals to implement diversion throughout the City’s various departments and locations.

Public Works Strategic Plan

Further, as the Public Works Department strives to be recognized as the centre of environmental and innovative excellence in Canada, providing the tools and encouraging festival and special event organizers to reduce waste going to landfill by diverting materials to the green cart and blue box programs promotes several of the vision drivers and actions detailed in the Public Works Strategic Plan.

- Communities: Services our communities connect with and trust

The recommendations contained in this report recommend adjustments to service levels which encourage special event and festival organizers to actively divert waste from landfill.

- Processes: Smart processes to match our needs

The recommendations contained in this report recommend adjustments to service levels to provide a consistent level of service to all festivals and special events that meet defined criteria.

**RELEVANT CONSULTATION:**

The Solid Waste Management Master Plan Steering Committee and the Culture and Recreation Division of the Community Services Department were consulted during the formulation of this report. Waste Management made three (3) presentations to the Steering Committee during the process of preparing this report to obtain direction on the formulation of the recommendations.

**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
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

Do the options you are recommending make Hamilton a City of choice for high performance public servants? ☐ Yes ☑ No
FESTIVAL AND SPECIAL EVENTS
WASTE MANAGEMENT SERVICE
Revised: April 8, 2008

Festival and Special Events

Non-community Events
- Organizer to Pay
- No Service by City

Community
- Annual and One-Off Events
  - Less than 1 Day Events
    - No Service by City
  - 1 Day or Greater than 1 Day Events
    - “Special Consideration” Events
      - Over 1,000 Participants
        - Garbage (Waste to provide garbage cans)
          - Cost borne by City
      - Less than 1,000 Participants
        - Recycling
          - Recycling will be provided
            - 1 recycling barrel: 1 garbage can

Food Vendors
- 0-4 Food Vendors
  - No Service
- 5 + Food Vendors
  - Green carts provided
    - Cost borne by City
# SPECIAL EVENTS/FESTIVALS 2007

<table>
<thead>
<tr>
<th>Event</th>
<th>Location of Event</th>
<th>Length of Event (Days)</th>
<th>Anticipated # of General Public/Volunteers/Participants</th>
<th>Service Provided by City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Around the Bay Road Race</td>
<td>Copps Coliseum</td>
<td>1</td>
<td>25,000</td>
<td>x</td>
</tr>
<tr>
<td>Paris Ancaster Bicycle Race</td>
<td>Ancaster Community Center</td>
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<td>2,000</td>
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<tr>
<td>Midway Albion Community Assoc</td>
<td>Valley Park</td>
<td>4</td>
<td>15,000</td>
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<tr>
<td>Great Ride n' Stride</td>
<td>Bayfront Park</td>
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<td>1,700</td>
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<tr>
<td>Great Lakes Expo 2007</td>
<td>Bayfront Park</td>
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<td>60,000</td>
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<td>Buskerfest</td>
<td>Dundas Memorial</td>
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<td>Concession Street Festival</td>
<td>Concession Street</td>
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<td>Stoney Creek Canada Flag Day</td>
<td>King Street Stoney Creek</td>
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<td></td>
</tr>
<tr>
<td>Ancaster Old Mill Road Race</td>
<td>Ancaster Community Center</td>
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<td>x</td>
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<tr>
<td>Ancaster Heritage Day</td>
<td>Ancaster</td>
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<td>5,000</td>
<td>x</td>
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<td>West Fest</td>
<td>Westdale Village</td>
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<td>3,000</td>
<td>x</td>
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<tr>
<td>It's Your Festival</td>
<td>Gage Park</td>
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<td>20,000</td>
<td></td>
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<tr>
<td>Lively Dragon Waterfest</td>
<td>Bayfront Park</td>
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<td>3,000</td>
<td>x</td>
</tr>
<tr>
<td>Y108 Picnic in the Park</td>
<td>Gage Park</td>
<td>1</td>
<td>5,500</td>
<td></td>
</tr>
<tr>
<td>Festival of Friends</td>
<td>Gage Park</td>
<td>3</td>
<td>250,000</td>
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<tr>
<td>Dundas Cactus Festival</td>
<td>Dundas Memorial</td>
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<tr>
<td>Winona Peach Festival</td>
<td>Winona Park</td>
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<td>Mustard Festival</td>
<td>Ferguson Station</td>
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<tr>
<td>Labour Day Parade and Picnic</td>
<td>Dundurn Park</td>
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<td>Locke Street Festival</td>
<td>Locke Street</td>
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<td>Concession Street Cornfest</td>
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<td>Westitalia</td>
<td>King Street West</td>
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<td>Binbrook Fair</td>
<td>Binbrook Fairgrounds</td>
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<td>Ancaster Fair</td>
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<tr>
<td>Rockton Fair</td>
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<tr>
<td>Marathon of Hope</td>
<td>Redhill Valley Parkway</td>
<td>1</td>
<td>5,000</td>
<td></td>
</tr>
</tbody>
</table>

*events that did not have garbage bin service by the City either contracted a private waste hauler or placed the garbage at the curb in bags to be collected by the City's curbside waste vehicles
Appendix C

Costing Model for Festival and Special Event Waste Services for Larger Events

**Recycling Collection**
- Deliver and remove recycling barrels to the event (work to be completed under contract with National Waste Services Inc.)
- National Waste Services Inc. would be responsible for collecting recyclables after the event and delivering these materials to the Materials Recycling Facility
- City staff would be responsible for cleaning and storing recycling barrels

Approximate cost per event $1,200

**Organics Collection**
- Waste Management staff would be responsible for the delivery and removal of green carts to the event as well as cleaning the carts after the event
- Green carts will be emptied using curbside collection vehicles by City forces
- Organic waste will be processed at the Central Composting Facility

Approximate cost per event $535

**Garbage Collection**
- If the event produces less than twenty-five (25) bags of garbage, the event is eligible for curbside waste collection services. Garbage will be collected by City forces or National Waste Services Inc. depending on the waste collection zone. Events will be required to use special coloured bags.
- If the event produces more than twenty-five (25) bags of garbage, the event will require a roll-off bin. Waste Management’s contractor will deliver and remove the roll-off bin to the event and deliver garbage to the City’s Transfer Station.
- Waste Management would be responsible for the delivery and removal of garbage containers to the event as well as cleaning the containers after the event

Approximate cost per event $600

**Cost per event based on 2008 estimated costs**

<table>
<thead>
<tr>
<th>Service</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recycling</td>
<td>$1,200</td>
</tr>
<tr>
<td>Organics</td>
<td>535</td>
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<tr>
<td>Garbage</td>
<td>600</td>
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</tbody>
</table>

* Administrative 115

**Total** $2,450

*Includes staff time, miscellaneous operating expenses, containers, labels