What We Heard Report: Multi-unit Mandatory Waste Sorting Program

Phase One

SHARE YOUR VOICE SHAPE OUR CITY

Edmonton



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What We Heard:

Multi-unit Mandatory Waste Sorting Program

Public Engagement – Phase One

Project Overview

Edmonton's <u>25-year Waste Strategy</u> sets the City of Edmonton on a path towards an ambitious goal of diverting 90 percent of waste from landfill. One of the initiatives intended to contribute to the goal is the implementation of a mandatory three-stream waste separation program for the multi-unit residential sector.

The City of Edmonton is in the process of developing a Multi-unit Mandatory Waste Sorting Program with a target implementation date in 2023. To inform the design of a three-stream waste collection program, the City of Edmonton conducted research consisting

of a literature review, jurisdictional scan and discussions with municipalities and industry experts. This research, along with two phases of public engagement, will inform the business case that will be presented to City Council in mid-2021 for the implementation of this program.









Public Engagement Overview

Engagement is being conducted with stakeholders throughout the City of Edmonton to determine preferred options and potential solutions to provide three-stream waste collection to all multi-unit residential properties.

Phase One of engagement has been completed and a second round of engagement is planned for February of 2021. The second phase will seek feedback from stakeholders about potential options that have been identified so far and determine if these options are the right fit for multi-unit properties in Edmonton. This What We Heard Report documents the input that was received in Phase One. A What We Heard Report has also been developed for Phase Two of engagement for the Multi-unit Mandatory Waste Sorting Program.

Phase One of engagement was designed to determine residents', managers' and service providers' needs, barriers and potential solutions for the Multi-unit Mandatory Waste Sorting Program. For the purpose of this engagement, managers include property managers, developers and condo board members. Service providers include waste haulers and processors. Stakeholders were asked to participate in the engagement process in an Advise capacity, which included inviting participants to share feedback and perspectives considered for policies, programs, projects, or services.

The engagement process was initially intended to start in April 2020. However, due to COVID-19 and public health guidelines, the engagement process was delayed and largely adapted to take place online.

For Phase One of engagement, we engaged with residents, as well as managers and service providers, to gain feedback from representatives of each sector. Residents participated in online focus group discussions and in–depth phone interviews. Strategies used to engage managers and service providers included Engaged Edmonton, online workshops, and one–on–one meetings over the phone.

HOW WE COLLECTED INPUT: PHASE ONE ENGAGEMENT TACTICS

Stakeholders	Engagement Tactics
Residents	 Focus group discussions
	+ In-depth interviews
Managers and service providers	+ Workshops
	 Engaged Edmonton website
	+ One-on-one meetings

Residents

- + **Eight** online **focus group discussions** were conducted with multi-unit building residents (renters and owners in households with 1–2, or 3 or more people, and of varying levels of awareness about how their waste sorting behaviours affect the environment).
- + A total of **52** residents attended the focus group sessions.
- + Ten in-depth telephone interviews were conducted with residents who currently live in multi-unit buildings in Edmonton, but have experienced food scraps sorting in multi-unit buildings in other jurisdictions within the past 10 years. Interview participants had lived in Vancouver, Montreal, Ottawa, Toronto, Brampton, Calgary and two smaller jurisdictions in Manitoba and Nova Scotia. One participant had also lived in the Netherlands for a period of time. Two interview participants were new Canadians.

Managers and Service Providers

- + Based on the research and jurisdictional scan conducted prior to engagement, 'spotlights' were created for managers and service providers to review. These were intended to help them participate in discussions about five specific topics identified through the research. These were:
 - 1. Program Rollout and Implementation
 - 2. Collection Containers
 - 3. Regulatory Requirements and Incentives
 - 4. Education and Outreach
 - 5. Program Success Measurements



ENGAGED EDMONTON

- + The Engaged Edmonton website provided managers and service providers with research summaries of the five topics and a video summarizing these topic areas.
- We asked participants between two and four questions about each spotlight topic in the forum discussions. Stakeholders participated in these forums by answering the spotlight questions and discussing the topics with other stakeholders.
- + A question and answer tool was used by stakeholders to ask questions, which the project team answered publicly.
- There were a total of 767 site visitors on Engaged Edmonton; a total of 20 stakeholders directly participated in the Engaged Edmonton pages leaving 61 comments and 4 questions.

WORKSHOPS

- + Three workshops were conducted to allow participants to learn about the program in more detail, ask the project team questions and collaborate in breakout sessions.
- + Three rounds of breakout sessions were held at each workshop. The topics addressed in the breakout sessions were selected from among the five topics based on a stakeholder survey. Breakout sessions explored the same questions that were posed on Engaged Edmonton.
- + A total of **67 stakeholders** (62 managers and five service providers) participated in the workshops.

ONE-ON-ONE MEETINGS

- One-on-one meetings were available and offered to stakeholders who were unable to participate in the other engagements, or who wanted to discuss their perspectives in less public settings.
- + **One** stakeholder participated in a one-on-one meeting.

ENGAGEMENT WITH RESIDENTS

Focus Group Discussions

Focus group sessions	8
Focus group participants	52
In-Depth Interviews	
Resident participants	10

ENGAGEMENT WITH MANAGERS AND SERVICE PROVIDERS

Engaged Edmonton

Site visitors	767
Active participants	20
Comments	61
Questions	4
Workshops	
Workshops	3
Managers	62
Service providers	5
Total workshop participants	67

What We Heard

Residents

Based on the focus group discussions and in–depth interviews, residents identified **barriers** to three–stream waste sorting, as well as provided potential **solutions** to the barriers they identified. The main barriers and solutions that residents discussed in regards to waste practices **inside the home** include:

+ Smell and mess: This was consistently mentioned as a barrier by participants across all focus group discussions and interviews. Residents felt that sorting food scraps would lead to more smell and mess, as food scraps would be "concentrated" in one container. These containers were often referred to as "food scraps pails" or "kitchen catchers."

Grossness and smell — it is easier just to put it in the garbage.

Resident-generated Solutions

- Residents provided potential solutions to the barrier they identified. This included adding an air freshener or deodorizer to the food scraps pail to control smells.
- Food scraps pails should have a tight seal to keep smells inside.

+ Lack of space for a food scraps pail: This barrier was also consistent across focus group discussions and some interviews. A few participants in each focus group session felt that they really did not have space for a food scraps pail. However, for some residents, it appeared that their concerns were more about having food scraps next to where they prepare their food and how it looks on the counter.

You don't want the bucket on the counter where you are chopping lettuce for your salad.

I need two containers — we just don't have enough space.

Resident-generated solutions

- Offer different models of food scraps pails. These include smaller, slim, countertop and under-thecounter models.
- Consider a model of food scraps pails that is attractive as well as functional for those who are reluctant to have it on their countertop.

+ Inconvenience: Focus group participants discussed inconvenience to residents in comparison to the current situation where food scraps and other garbage go into one bag for disposal. Participants felt food scraps would need to be taken out daily unlike mixed garbage, which they take out less frequently. This was not considered by most focus group and interview participants as a serious barrier and was frequently described as something "to get used to." The food scraps sorting program was frequently compared to the recycling program and several participants noted that it had taken some time to adjust to sorting their recycling.

If you don't make it easy for people they won't do it.

Resident-generated solutions

- Many participants felt that most residents will "just need to get used to it." Like recycling, it will just take time for people to understand and accept it.
- Provide education explaining and demonstrating the benefits of the program.
- Provide clear instructions about what does and does not go into the food scraps pail.
- Supply the food scraps pails and/or offer small incentives like coupons for liners or deodorizers.

The main **barriers and solutions** to food scraps sorting in communal disposal areas (i.e. **outside the home**) discussed by residents were:

Mess, smell, bugs and animals: These issues were consistently mentioned across the sessions by participants. Messiness was attributed to other tenants not separating and disposing of scraps properly. Several participants noted the messiness that was already present in their buildings without food scraps separation. In two or three groups, participants also identified the possibility of leakage coming from bags as food scraps are transported between their homes and the communal container. There was also some mention of non-residents going through the recyclables (particularly where bins are outside and in downtown locations) looking for bottles and other items to be returned or used. Participants thought the smell and mess of food scrap containers would attract bugs and animals, especially when located outside.

All of my experiences with common rubbish areas — all of them have been extremely messy — people are very careless.

Resident-generated solutions

- Sealed collection containers lids to keep animals out and smells in.
- Increase frequency of collection waste pick-up might need to be more than once a week, particularly in the summer.
- Adding a deodorizer to the main collection container, or switching to a clean container when a full one is collected.

- + Location of collection containers: There was consensus in all focus group discussions and most of the interviews that the food scraps container should be located in the same area as, or in close proximity to, other communal containers. Participants felt that, if given the option, more residents would choose the most convenient disposal method even if it increased contamination. For example, if the communal container for food scraps is further away from the other containers, residents would be more likely to put food scraps in the closer garbage container. The possibility of slipping in the winter if the communal container is outside was raised in a few groups and was considered to be an issue particularly for elderly residents.
- If we have to walk it is so cold in the winter and I think they wouldn't walk over if [containers] were separated [and in different locations].

Resident generated solutions

- There was consensus that food scraps containers should be in the same location as recycling and garbage containers for greatest convenience and participation and reduced contamination.
- Ideally containers should be set up to provide inside access for residents and convenient "loading dock" access for those collecting the food scraps from the building.

+ Contamination: Participants felt that other residents might cause more contamination. This concern was more prevalent among owners than renters; some owners tended to perceive renters as less attentive and less concerned about issues such as waste sorting.

Resident-generated solutions

- Participants felt that clear education and information distributed to residents is important and should include what goes in food scraps containers and what does not, as well as the benefits of the program and results.
- Participants also wanted images or pictures on food scraps containers to help demonstrate what goes where.
- + Waste chutes were discussed in several focus groups. Participants believed that if there is only one chute used for regular garbage, it will likely increase levels of non-compliance in food scraps separation, particularly in colder months. Similarly in interviews, participants with food scraps sorting experience in other jurisdictions felt that garbage chutes provided a convenient way not to comply while remaining anonymous and, thus, chutes were considered a barrier to program success.

Resident-generated solutions

The idea of making the chute a "food scraps only" chute because of the high frequency of use was discussed in two focus group discussions; there was both agreement and disagreement with this idea. Some participants felt that contamination might still occur if chutes were repurposed for food scraps. Many residents discussed challenges with compliance in multi-unit buildings, as well as suggestions to increase compliance. Compliance was defined by stakeholders as participating in the program, as well as sorting waste properly; non-compliance was often defined by residents as non-participation or improper sorting. Suggestions for increasing compliance focused almost exclusively on ways to encourage participation and proper sorting rather than punishing non-compliance. There were three main ideas that were widely accepted across focus group discussions and interviews:

- Public education: This solution was mentioned by half or more of the participants in each group. Education should include facts about what goes into the food scraps containers and what does not, what the benefits are for the City in general and for the individual, the reasons for implementing this program, what happens to the food scraps after collection, and the city wide results of the program once implemented. One obvious benefit is the compost produced from the efforts. Residents would like to see it being used in the city and possibly have it made available to Edmonton residents.
- + In-building education and outreach:
 Information needs to be available within
 multi-unit buildings and particularly in the
 common areas where garbage, recycling
 and food scraps containers will be located.

Need to know you are doing this for a good reason and then people will be motivated.

+ Providing food scraps pails: Like public education, providing the food scraps pails was mentioned consistently in every group and, in general, half or more of the participants supported this idea to increase compliance. Participants reported a variety of concerns such as available space, volume of food scraps to manage, keeping food scraps away from food preparation areas and aesthetics. Participants indicated that they thought more than one model of food scraps pails will be needed to address the varied concerns.

Have pictures of what goes in and what doesn't go in right on the bin.

Education takes away some of the reluctance — where is it going and how are they using it?



IN-DEPTH INTERVIEW HIGHLIGHTS

Similar perspectives, barriers, and solutions were described in both the focus group discussions and in–depth interviews. Interviews allowed participants to expand on their past experiences of food scraps sorting in multi–unit buildings and went into more depth about what worked and did not work well in other jurisdictions.

Most interview participants described their experiences with food scraps sorting in multi–unit buildings in other jurisdictions as **overwhelmingly positive**. Some examples include:

I had no problem with it at all.
I looked at it as an opportunity
to do my part to make things
better for my grandchildren.

When we started at the beginning you have to take some time to learn and understand the process... It takes a couple of months for people to get the hang of it. Some of the complaints were an annoyance in doing something different.

The program was super easy and made you very environmentally conscious. You know it's going to be composted and used in City properties.

It's pretty simple. When everyone is doing it, it just becomes a habit — second nature.

Despite overall positive experiences with food scraps sorting in other jurisdictions, participants identified additional challenges, including:

- + Lack of clarity: Some interviewees felt that clear signage and direction was needed, but was not always given, to determine what is or is not considered to be food scraps. Some participants who were new Canadians felt that information was sometimes text-heavy, which was more difficult to understand.
- + Weather: In the winter months, participants consistently felt that weather was a barrier to compliance. During cold temperatures, some participants resorted to improper sorting instead of venturing outside in the winter, if they could dispose of food scraps in garbage chutes, or in garbage containers inside their building.
- + Roles and responsibilities: There also seemed to be a general lack of clarity on the respective roles of building managers and municipalities. For example, the municipal government was recognized as being responsible for waste collection, as well as the provision of large outdoor collection containers, but many were unsure who was responsible for ensuring residents received the necessary direction and information.
- + Lack of outcome reporting: Across locations, interview participants generally believed that municipal governments did not effectively communicate the progress or outcomes of the waste sorting programs. In fact, no one could recall any formal communication of the program's success. This was one area that was deemed a missed opportunity and essential in giving residents a reason to take initiative and make change.

Managers and Service Providers

Managers and service providers contributed feedback on the topics of program rollout, collection containers, regulatory requirements and incentives, education and outreach, and program success measurements. The information discussed below is an amalgamation of feedback obtained through workshops, Engaged Edmonton, and one-on-one meetings.

PROGRAM ROLLOUT

Stakeholders suggested that an initial **pilot** or a **phased approach** would benefit the program rollout.

A **pilot** was discussed by stakeholders as beneficial to make sure this program could be conducted on a small scale before implementing the program citywide.

Participants believed that a pilot would help to establish which approaches are effective and identify situations in which property managers might need additional assistance.

- + Some participants felt that conducting a pilot with different multi-unit building types on a small scale first before implementing a citywide program might be beneficial. One participant stated that: "being included in a [pilot] of similar buildings would give us feedback that is relevant to our situation."
- + Stakeholders also suggested that property owners or managers could instead volunteer to join a pilot.

A phased approach was discussed by stakeholders as potentially beneficial to roll out this program in order to resolve common issues with similar properties, or with properties that have fewer complications before implementing the program at more complex properties. Participants suggested that phases could be based on:

- + Location or zone. Many stakeholders agreed with this approach; one stakeholder demonstrated that their reasoning for this approach was that "if all the neighbours around are doing it, [it] reinforce[s] the behaviour throughout the neighbourhood."
- + Property type (highrises, walk ups, townhouses, condos, rentals).
- + Categorizing or scoring properties based on readiness for the program, or ability to implement right away.



Stakeholders also discussed two types of preparation that would be necessary for this program:

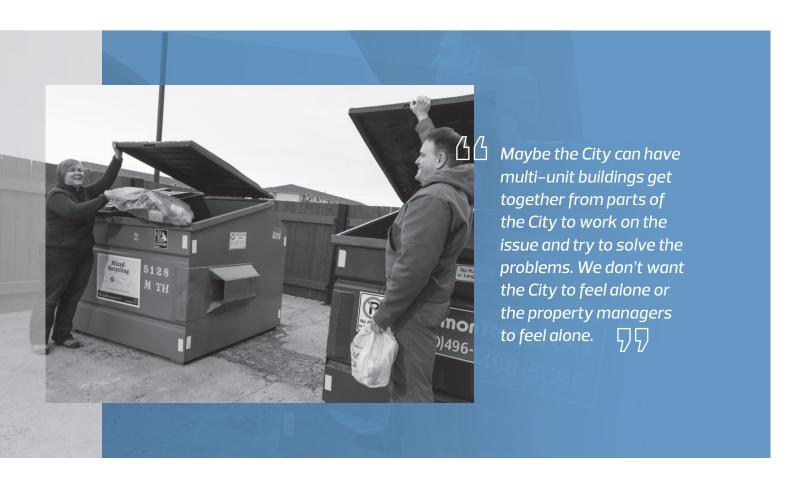
- Building/infrastructure preparation:
 Getting the property ready, including
 determining the optimal location
 for collection containers, navigating
 space constraints and determining
 collection frequency. Stakeholders felt
 that this might require support from
 the City through the use of site visits
 or consultations.
- 2. Resident awareness and preparation:
 Managers and service providers felt
 strongly that educational materials
 should be distributed to residents well
 in advance of program implementation
 through social media campaigns and
 building management offices in order
 for properties and residents to prepare
 for the changes. Awareness and
 communication to residents is crucial
 at all stages, including when the program
 is implemented and on a regular basis
 after the program is rolled out.

Stakeholders shared the following **concerns and considerations** related to program rollout:

- + There may not be sufficient physical **space** for additional containers. Thus, three smaller containers may need to sit on the same footprint as the one or two containers currently being utilized. Due to smaller container sizes, waste collection/pick-up schedules and frequency may need to be adjusted.
- Accessibility or mobility issues: Considerations for seniors, or people with mobility issues need to be addressed.
- Managers were concerned about increased smells, animals and bugs, particularly if collection containers are located outside. Residents might not use the containers if they smell or attract bugs in the area.
- Many managers deal with illegal dumping regularly, especially in high-density areas downtown where fewer residents have vehicles, or large vehicles, for disposal.
 - Some stakeholders think illegal dumping will increase when adding another stream, as this is already an issue in high-density locations.
 - Some property managers and condo board members think there is an opportunity to address illegal dumping during the transition to three waste streams. No specific suggestions to deter illegal dumping were mentioned except to use containers with openings that physically could not fit larger items.

Stakeholders also shared the following potential solutions to address their concerns:

- Increase pick up frequency (however some people were concerned that this would increase the price or degrade the infrastructure of the building, including increased damage to concrete pads due to heavy trucks driving over them more frequently).
- Containers with sealable lids to keep the smell in and animals/bugs out.
- Switch the containers every three to six months; dirty containers can be washed at waste management facilities.
- Stakeholders think it will be more difficult for residents to sort food scraps in the winter, particularly if containers are located outside, thus starting in the warmer months might allow for behaviour change before colder months.
- Many stakeholders felt that in-person site visits or consultations would be important because there is no "onesize-fits-all" solution. Instead of personal site visits and consultations to all buildings, one suggestion was to have more collaboration between similar multi-unit buildings (this suggestion was not common but there was agreement in one group). In this sense, instead of the City providing site visits for all properties, property managers working at similar properties could collaborate to determine barriers and solutions.
- Implementation would be better in summer months, with a spring start.



COLLECTION CONTAINERS

General feedback about collection containers from stakeholders focused on concerns about the size/footprint of new containers rather than the type of collection containers. Few preferences for specific container types were discussed.

Stakeholders mentioned that lots of notice regarding collection container changes would be beneficial to make preparations, especially if managers need to modify enclosures to accommodate new containers. Managers would also like to be able to switch container types, especially in the early stages of program implementation, in case the first type of container does not work well and other containers are deemed to be more suitable. The main discussion points regarding collection containers were focused on:

Space Concerns

- Space was the biggest concern mentioned by managers regarding three stream waste collection.
- Most stakeholders that are concerned about space would like containers for three streams to fit on the same footprint as the current containers.

Suggestions to use the same footprint included:

- Use smaller containers and increase the frequency of pick up as needed.
- Use one container with three compartments.
- Use narrower but taller containers with side doors for residents' convenience.

A different suggestion was:

 Multiple properties in an area to share centralized collection containers.
 Properties would be able to save space, and hopefully split the cost.

Tenant Ease and Convenience

- + Collection containers in communal waste collection areas need to be **easy and convenient for tenants** to use.
- + Containers should be in **accessible** locations throughout or outside the building.
- + Containers that have design features to prevent the user from disposing of material belonging to a different stream could help to deter cross-contamination and illegal dumping. For example, slots for cardboard, or smaller openings for small food scraps bags, so large garbage bags cannot fit in food scraps containers and non-residents cannot go through containers.

I would need an option where new bin(s) would have to fit on the footprint of the existing spots.

Food Scraps Pails

- Most managers supported food scrap pails being provided to residents.
- + Some stakeholders also suggested that the City provide a free sample of certified compostable bags at the beginning of the program, or for an extended period of time, to help with behaviour change and accessibility.
- + Proper education around food scraps pails and cleanliness would be beneficial.
- + If food scraps pails are distributed to all residents in multi-unit buildings, consideration should be given to **resident turnover** and who keeps the food scraps pails when residents move. Managers think consistency throughout all multi-unit buildings will be important, but might also be a challenge.

Chutes

- + Feedback on chutes was **mixed**. Some managers supported closing chutes because of existing issues with abuse and smell, whereas other managers felt that residents would be frustrated if chutes were permanently closed and that tenants may move out in response.
- Other stakeholders think chutes could be repurposed for food scraps. One property manager suggested chutes should be repurposed for the most common waste stream.

What goes down the chute needs to be the item that is the most common.
Residents want the most convenient [option].



REGULATORY REQUIREMENTS AND INCENTIVES

Managers and service providers discussed regulatory requirements and incentives as they relate to individual units and multi–unit properties in general. Stakeholders also discussed the cost and potential financial Impacts of this program. Development standards and service provider requirements were also discussed.

Residents and Individual Units

- + Property managers are concerned about non-compliance, specifically that residents might not sort their waste properly and that it will be difficult to track residents' individual waste sorting practices and enforce residents' behaviour. The use of chutes might increase the difficulty of enforcement, due to the anonymity of residents using chutes.
- + Concerns were raised about fees charged to buildings due to non-compliance of residents. For example, one property manager asked: "How do we manage that, how do we deal with that... if a whole building is penalized for a few people?"
- Many managers felt that volume limits or price increases charged to the building would not be effective at deterring residents from cross-contaminating waste streams.
- + Stakeholders felt that incentives for each unit would encourage proper waste sorting. However, there were concerns raised about the difficulty of matching the individual units with an incentive. Containers are communal and it is often difficult to monitor who is correctly sorting their waste in communal containers.
- Managers wanted more specific successful examples of incentives and enforcement tactics in multi-unit residences before determining what would work best.

- + Stakeholders also mentioned that there needs to be consideration given to the difference between **renters and condo owners**; condo fees can go up due to resident non-compliance, but a different tactic needs to be used for renters.
- + As managers and residents will be new to waste sorting changes, stakeholders felt that there should be **no penalties to residents or property managers for the first three to six months** after program rollout. For the first three to six months, the focus should be on positive reinforcement in order to promote behaviour change.

[The] biggest challenge will be to retrofit existing infrastructure.

Costs, Funding Opportunities, Financial Mechanisms

- + Some properties will require infrastructure changes. For example, new enclosures or concrete pads might be needed.
- Property managers mentioned that they would need to know what changes would be required early on in order to include funds in their budget for program rollout.
- + Others wondered if there might be funding opportunities from the City to make these changes.
- + Some managers also asked if there could be a financial incentive to hire a staff member to assist with and enforce waste sorting.

Development Standards

- + It is important to consider developer standards and regulations for future multi-unit construction.
- + If developers know how much space is required or suggested for three streams, they can plan space for the containers.
- + Other considerations include design access and ventilation.
- One service provider mentioned the importance of making sure regulations are set for new builds so they are designed and developed to accommodate proper collection containers, trucks, equipment, and programs as needed.

Service Providers

+ Service providers discussed difficulties of enforcement, especially in regards to picking up waste due to contamination. There was agreement in the groups that haulers need to use the same "measuring stick to make sure enforcement is the same for all multi-unit properties."



EDUCATION AND OUTREACH

Most participants felt that education and outreach was **absolutely crucial** for program rollout, as well as on a continual basis due to resident turnover. Some specific education and outreach suggestions that stakeholders discussed included:

- + "Educational packages" should be given to property managers at the beginning of program rollout, so property managers can provide this information to residents. This should include **pamphlets** to be given to each resident at the beginning of the program and when new residents move in, **posters** throughout the building and in waste collection areas, as well as **stickers** on collection containers.
- + There need to be many **simple** methods of education and awareness including information in buildings, on social media, on the City of Edmonton website as well as other places noticeable to diverse stakeholders.
- Materials should be written in simple and plain language and clear images and diagrams should be used as opposed to large amounts of text to make information accessible to diverse residents, including residents whose first language is not English.
- + Information needs to include **why** the City is implementing this program as well as **how** to sort properly with specific examples.
- Outreach programs, such as ambassador programs, were identified as being potentially beneficial; managers would like City of Edmonton support for such programs.
- + Some managers felt that engagement with residents will work better once we can have face-to-face interactions.

PROGRAM SUCCESS MEASUREMENTS

- + Stakeholders discussed the "need to monitor, police and evaluate" this program throughout the implementation and on a continual basis.
- + Managers would like to know how and if we are meeting targets with respect to three streams on a regular basis. Both managers and service providers would like to see information on "diversion rate, contamination rate, cost, and program satisfaction."
- + One participant mentioned that "an easy to post and share "report card" that can be placed on public bulletin boards would be nice."
- + Stakeholders would also like to see detailed reports justifying the costs and expenses associated with this program.

What Happens Next?

Phase Two of engagement is planned for February 2021 to seek feedback from stakeholders about potential options that have been identified so far and determine the fit of these options for multi-unit properties in Edmonton. This phase will aim to assist in further validating stakeholder perspectives and suggestions for the Multi-unit Waste Sorting Program.

Phase One and Two of engagement will inform the business case that will be presented to City Council in mid–2021 for the implementation of this program, with a target implementation date of 2023. A separate *What We Heard Report* will be shared with stakeholders and the general public documenting Phase Two of engagement for the Multi–unit Mandatory Waste Sorting Program.

