



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 11.2.1
Halifax Regional Council
September 14, 2021

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: **Original Signed**

Councillor Tony Mancini, Chair, Environment & Sustainability Standing
Committee

DATE: September 2, 2021

SUBJECT: **Review HRM Litter Receptacle Placement Criteria**

ORIGIN

September 2, 2021 meeting of the Environment & Sustainability Standing Committee, Item 12.1.1.

LEGISLATIVE AUTHORITY

The *Administrative Order 1, The Procedures of the Council Administrative Order*, Schedule 5, section 1 (1) provides:

1. (1) Subject to subsection 1A, the purpose of the Environment and Sustainability Standing Committee is to provide advice to the Council relating to the Environment and Sustainability including Solid Waste Resources, energy security and sustainable parks, forests (urban and rural) and open spaces and water resource management.

RECOMMENDATION

It is recommended that Halifax Regional Council direct the Chief Administrative Officer to:

1. Maintain existing Public Space Litter Receptacle Criteria set out in Attachment A of the staff report dated August 25, 2021 to ensure continued consistency and collaboration across departments and agencies who manage litter in the Municipal right-of-way or public spaces (i.e. right-of-way, parks, sports fields and trails);
2. Increase public awareness of the placement criteria and service standards for litter receptacles as part of ongoing municipal campaigns, including publishing a map identifying the location of receptacles; and
3. Continue purchasing lids for all 45-gallon litter drums to address concerns of blowing litter and animal access.

BACKGROUND

The Environment & Sustainability Standing Committee received a staff recommendation report dated August 25, 2021, at their September 2, 2021 meeting respecting Review HRM Litter Receptacle Placement Criteria.

For further information on the background of this item, refer to the staff report dated August 25, 2021.

DISCUSSION

The Environment & Sustainability Standing Committee reviewed the staff recommendation report dated August 25, 2021. Following a discussion of the item, the Standing Committee approved the recommendation as outlined in the "Recommendation" portion of this report.

For further discussion on this item, refer to the staff report dated August 25, 2021.

FINANCIAL IMPLICATIONS

Financial implications are outlined in the attached staff report dated August 25, 2021.

RISK CONSIDERATION

Risk consideration is outlined in the attached staff report dated August 25, 2021.

COMMUNITY ENGAGEMENT

The Meeting held on September 2, 2021 was livestreamed and video recordings are available at Halifax.ca.

The agenda and reports of the Environment and Sustainability Standing Committee are posted on Halifax.ca, and draft minutes of the meeting will be made available on Halifax.ca.

Standing Committee meetings are open to public attendance and members of the public are invited to address the Standing Committee for up to five minutes at the end of each meeting during Public Participation.

ENVIRONMENTAL IMPLICATIONS

Environmental implications are outlined in the attached staff report dated August 25, 2021.

ALTERNATIVES

Alternatives are outlined in the attached staff report dated August 25, 2021.

ATTACHMENTS

Attachment 1 – A staff recommendation report dated August 25, 2021

If the report is released to the public, a copy can be obtained by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: Haruka Aoyama, Legislative Assistant, Office of the Municipal Clerk, 902.490.6517



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 12.1.1
Environment and Sustainability Standing Committee
September 2, 2021

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed
David Hubley, A/Executive Director, Transportation & Public Works

Original Signed
Jacques Dubé, Chief Administrative Officer

DATE: August 25, 2021

SUBJECT: Review HRM Litter Receptacle Placement Criteria

ORIGIN

- October 3, 2017 Halifax Regional Council meeting (Item 14.3.1)

MOVED by Councillor Mancini, seconded by Councillor Austin

THAT Halifax Regional Council request a staff report to review HRM's current litter receptacle placement criteria. The report should also include:

- a) information on whether there is a sufficient number of litter receptacles throughout HRM;
 - b) criteria from other municipalities on placement/quantity of litter receptacles, including operating costs;
 - c) consider permitting additional litter receptacles in strategic locations, such as pedestrian and active transportation corridors, bus stops (regardless of ridership volume), parks, playgrounds, sport fields and public spaces; and
 - d) investigate creating a public campaign to educate residents on litter prevention.
- MOTION PUT AND PASSED UNANIMOUSLY.

- October 4, 2018 Environment & Sustainability Committee meeting (Item 12.3.1)

MOVED by Councillor Cleary, seconded by Councillor Karsten

THAT the Environment and Sustainability Standing Committee request a staff report with recommendations to reduce the garbage that is blown out or removed by animals from municipal waste receptacles.

MOTION PUT AND PASSED

RECOMMENDATION ON PAGE 2

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter

35(1) The Chief Administrative Officer shall (a) coordinate and direct the preparation of plans and programs to be submitted to the Council for the construction, rehabilitation and maintenance of all municipal property and facilities; ...

70(1)(a) The Municipality may ... beautify, improve and maintain property owned or leased by the Municipality;

RECOMMENDATION

It is recommended that Halifax Regional Council direct the Chief Administrative Officer to:

1. Maintain existing Public Space Litter Receptacle Criteria set out in Attachment A to ensure continued consistency and collaboration across departments and agencies who manage litter in the Municipal right-of-way or public spaces (i.e. right-of-way, parks, sports fields and trails);
2. Increase public awareness of the placement criteria and service standards for litter receptacles as part of ongoing municipal campaigns, including publishing a map identifying the location of receptacles; and
3. Continue purchasing lids for all 45-gallon litter drums to address concerns of blowing litter and animal access.

BACKGROUND

Current litter management practices

Litter receptacles in the Municipality are maintained by several departments, with the majority falling under the responsibility of Road Operations and Construction and Parks and Recreation. Additionally, there are several locations and facilities where litter is managed by the Province (e.g. Nova Scotia Lands & Forestry) and not-for-profit organizations such as volunteer community groups.

TPW - Road Operations and Construction (ROC)

ROC installs and maintains approximately 751 litter receptacles found along the right-of-way, including receptacles at Transit stops located within the core service area and Business Improvement Districts (BIDS). ROC also provides litter services to the parks located within the Enhanced Maintenance Area. No services are provided outside of the core area.

There are approximately 2,450 bus stops in the Halifax Transit network and 412 of them have litter receptacles within 20m or less. The decision on whether a stop requires a bin is determined based on ridership levels and the general foot traffic along the route.

In December 2018, ROC completed an audit of litter receptacles in the right-of-way. This information has been updated in GIS and is available for release through open data. Based on this audit, ongoing route optimizations have been put in place (i.e. adding an extra route), allowing bins to be emptied more frequently, reducing the chance of litter being blown around.

When a request for a new receptacle is received, ROC staff conduct a site visit to determine if the location meets the criteria as outlined in Attachment A – Public Spaces Litter Criteria. These criteria have been in place since at least 2013. In preparing this report, staff have taken the opportunity to revise the document. Additionally, as receptacles are serviced, staff are able to evaluate usage over the long term, allowing those not used to be removed.

ROC also supports litter clean-ups through the Great NS Pick-Me-Up program (PMU), by collecting bags of litter. In 2019 approximately 100 groups utilized this service, 41 in 2020 and 39 YTD in 2021¹.

Parks and Recreation (Parks)

Parks maintains approximately 1,400 litter receptacles at recreation sites (i.e. parks, playgrounds, beaches, and sports fields). While most are serviced by internal staff, approximately 111 sites (143 receptacles) are emptied through various community partnerships. Grass contractors service an additional 60 sites (78 receptacles). Active Transportation routes located in Municipal Parks (e.g. Mainland North Trail) are included in this. Some receptacles are removed seasonally due to decreased usage of the park or sport field or decreased ability to service them during winter works.

Through monitoring of receptacles, Parks has also realigned resources and continues to improve efficiency in servicing litter receptacles. Lids have been purchased for installation on barrels, which has helped reduce cases of scattered litter. All barrels will have lids installed by the end of next year. Requests for new installation of receptacles are received from the public through 311 and evaluated by staff using the criteria outlined in Attachment A – Public Spaces Litter Receptacle Criteria.

Parks also provides doggie bags and dispensers in parks with off-leash areas to encourage dog owners to pick up after their pets.

Corporate and Customer Service

Litter receptacles are provided at 27 municipally maintained outdoor washroom facilities and 22 transit terminals/Park & Ride locations by Facilities Management. Receptacles are maintained as part of the contracted custodial services at these facilities.

Active Transportation (AT)

Some trails in the municipality are developed and maintained by volunteer community groups² who do not have formal standards for placement of litter receptacles. AT facilities that are located on Municipal parkland (e.g. Chain of Lakes Trail or Sackville Greenway) are subject to the receptacle placement criteria used by Parks and Recreation. As additional receptacles are requested, locations are evaluated. The Active Transportation Maintenance Grant program provides financial support to these groups to hire waste removal services.

These facilities promote, as much as possible, a ‘pack-it-in pack-it-out’ policy but understand the importance of litter receptacles being placed at trailheads and access points (e.g. intersections and parking lots). The litter captured in these containers is predominantly dog feces and supporting its removal addresses concerns around water contamination. Much of the waste found in the receptacles placed in the parking lots of AT trails is garbage that has been cleaned from cars.

Develop Nova Scotia

Litter receptacles along the Halifax and Bedford Harbourwalks and a section of the Dartmouth Harbourfront Trail are installed and maintained by Develop Nova Scotia. These include a series of ‘smart’, multi-stream

¹ Request volumes in 2020 and 2021 were impacted as organized litter clean-up events were not being held during times of COVID-19 restrictions.

² [Halifax.ca/Trails website](https://www.halifax.ca/trails)

(garbage, recycling, paper and organics), solar-powered bins manufactured by Big Belly Solar³. The bins notify operations staff when they approach capacity which can reduce the frequency of collection needed. Installation of these bins was funded through partnerships with private businesses.

Private businesses

In April 2021, the Solid Waste Resource Collection and Disposal By-Law S-600 was amended to require commercial property owners, operators or property managers to provide litter receptacles for patrons, including in drive-thrus. The amendments further require the owners to keep their property and all land within 15 metres of the property line free from litter.

An estimate of the costs associated with installing and servicing receptacles in the right-of-way and municipal parks is outlined below in Table 1 – Summary of Municipal Litter Operations, The average cost of servicing a litter receptacle in the Municipality is \$806 per year, not including the cost of the bin.

Table 1 – Summary of Municipal Litter Operations

Business Unit/ Service Provider	Location/Quantity/Type of Bin	Resources	Annual Operational Costs ⁴
TPW – ROC	751 receptacles in right-of-way 248 are in Business Improvement Districts Includes receptacles at bus stops 412 (17%) stops have bins within 20 meters	16 staff provide 24/7 coverage on 8 routes 4 - ½ ton pick up trucks 4 garbage compacting trucks which are reserved solely for this service One staff member + 50% use of a truck per 100 bins.	Labour & Equipment = \$668,390 \$890 per bin not including tipping fees ⁵
Parks and Recreation and TPW – Project Planning & Design	Parks, playgrounds, beaches, sportsfields, cemeteries and AT facilities 1,400 receptacles Combination of 45 gallon drums, decorative single or multi-stream units	14 litter routes East and West Includes funding given to AT groups for maintenance.	Labour & Equipment = \$932,000 Tipping fees & supplies = \$81,400. Total = \$1,014,012 or \$723 per bin

³ The Municipality has piloted use of Big Belly Solar bins and found the frequency of service provided for right-of-way litter receptacles negates the need for monitoring technologies.

⁴ Capital costs to purchase receptacles is not included.

⁵ ROC consolidates material for disposal from several sources and the percent of tipping fees attributed to litter is unknown.

Placement Criteria

Current Municipal Criteria

ROC and Parks have used the Public Spaces Litter Receptacle Criteria presented in Attachment A to evaluate locations for placement since at least 2013. The document has evolved over the years and in review of this report, staff have taken the opportunity to fully revise and combine the criteria used by both departments to maintain consistency.

When a request for placement of a new receptacle is received through 311, staff visit the site to evaluate whether it is suitable for placement. Receptacles are intended for reducing the accumulation of waste in crowded public areas, including in business improvement districts, on streets with high pedestrian traffic and at Municipal facilities, parks and trails.

Receptacles have not been provided in residential areas with no bus routes due to the low volume of material generated in these areas (no commercial activity). Residents (including dog owners) are responsible to take waste home for proper disposal.

Other Municipal Strategies/Criteria

In addition, the Municipality has several Regional Council approved strategies and policies that inform the placement of litter receptacles.

The **Regional Centre Streetscaping** Administrative Order (2020-012-OP) considers how elements such as street furniture (including litter receptacles), trees, planters, lighting and more, can be used to animate and support a street's function as a part of the public realm. The AO also directs that 'staff shall consider including design guidelines for various streetscaping elements in its Municipal Design Guidelines.'

The **Municipal Design Guidelines** are currently under review (to be discussed at Committee of the Whole in August/September) and a new streetscaping section identifies in part:

- (c) *While there is no formula to calculate the number or precise location of required receptacles, they are needed most in pedestrian-oriented commercial districts. Locations with many shops close to the sidewalk, high pedestrian volumes, busy crosswalks, near food vendors, at bus stops, in plazas, and outside entrances of major venues are all good candidates for the location of receptacles.*
- (d) *In busier areas, it may be beneficial to have receptacles at each end of a block, with more in the middle if block length exceeds 100 m.*

The **Integrated Mobility Plan**⁶ (IMP) includes high level policy direction for the types of locations where litter receptacles may be appropriate within the street right-of-way. It suggests that litter receptacles may be needed along 'place' streets (streets with lots of pedestrian oriented destinations that serve as part of the public realm as well as conduits for movement) as well as 'arterial pedestrian streets' (streets with high pedestrian traffic volumes).

The Municipality's **Accessibility Strategy** was adopted by Council in May 2021⁷. Strategic Objective 1.3 aims to 'Improve accessibility to built environments for individuals with disabilities' in adherence to CSA B651-18 Accessible design for the built environment⁸. These standards identify placement of receptacles

⁶ [Halifax.ca/IntegratedMobility](https://www.halifax.ca/IntegratedMobility)

⁷ [Halifax Regional Council. May 2021. Accessibility Strategy Staff Report](#)

⁸ [National Standard of Canada. Accessible design for the built environment. 2018.](#)

adjacent or connected to accessible routes⁹, height, opening and visibility criteria. The Accessibility Strategy identifies a 10-year target for the Municipality to adopt these standards, allowing an opportunity for staff to evaluate any gaps or deficiencies in current infrastructure.

Though not a formal standard, **Active Transportation** does have criteria for placement of litter receptacles at AT facilities:

- Located at least one metre from the edge of travel way/treadway with a metre in front of it clear and on level ground.
- Located to safely and easily access with an operations vehicle.
- Offset off the road at intersections so a vehicle can get in and be safely off the road.
- Often attached and locked to a sign or gate post with a chain, so they are not easily removed.
- Receptacle types are selected that would keep wildlife (bears, racoons) and hornets etc. away.
- Receptacles are not placed next to a bench because of odour.

Illegal Dumping

Both Parks and ROC absorb the costs of illegal dumping (which has occurred on HRM owned property) within their operating budget. In some instances, litter receptacles are relocated or removed to curb illegal dumping. This practice is common among other cities surveyed as part of the jurisdictional scan conducted for this report. Parks have seen an increase of illegal dumping calls since 2018. There has been an increase of household garbage in black bags, couches, mattresses and construction material being dumped in parks.

On April 6, 2021 Halifax Regional Council approved changes to the Solid Waste By-law that will allow the Municipality to enforce cases of illegal dumping and litter control more effectively. Highlights of the changes include fine amounts of \$500 to \$10,000 for illegal dumping and the requirement for businesses to have litter receptacles onsite, including in drive-thrus. Solid Waste staff are in the process of implementing measures needed to enforce the new by-law measures, including hiring a new staff resource and developing an education and outreach campaign to raise awareness of enforcement, prevention, and consequences (social, environmental, and financial) of illegal dumping and littering. Support will be provided to other Municipal departments to help mitigate and address illegal dumping on municipal property.

Public Requests for Bins/Service/Complaints

One method of measuring citizen satisfaction is by looking at the Citizen Survey results¹⁰ where respondents are asked to rate their level of satisfaction with a range of municipal services. The results for 'Cleanliness (Litter Control and Graffiti Removal)' increased slightly in 2020, averaging 64% since 2014. The surveys in 2018 to 2020 also asked citizens preference for changes in service levels, even if there was an increase in taxes associated with the change. Over three surveys, an average of 65% of respondents indicated a preference to maintain service levels around 'Litter Control and Graffiti Removal'.

⁹ *Accessible route (as defined in CSA B651-18): a pedestrian path of travel within the interior or exterior environment that is without barriers, as defined in this Standard, and usable by all persons, including those with physical, sensory, or cognitive disabilities.*

¹⁰ [Halifax.ca/city-hall/accountability-transparency/citizen-survey](https://www.halifax.ca/city-hall/accountability-transparency/citizen-survey). Margin of error for these surveys is estimated to be 3%.

Table 2 – Summary of Citizen Survey for Litter Control and Graffiti Removal

	Satisfaction with Service	Service Level Preference		
		Increase	Maintain	Decrease
Citizen Survey 2014	62%	n/a	n/a	n/a
Citizen Survey 2018	64%	28%	67%	5%
Shape Your Budget 2019	61%	30%	57%	14%
Municipal Budget Survey 2020	69%	20%	71%	9%
AVERAGE	64%	26%	65%	9%

Citizens may request additional litter receptacles through 311. In 2020, 186 requests for installation of new receptacles were received through the 311 Contact Centre. Of these, 116 (62.37%) resulted in new receptacles being installed as the locations met current criteria. The remaining requests were investigated, and it was determined the location did not meet the criteria.

In addition to requests for installation of new receptacles, staff also manage calls related to servicing of bins (i.e. overflowing, illegal dumping, scattered debris). This data is presented in Attachment B – Litter Related Service Requests. These requests allow evaluation of locations and placement of bins – where additional receptacles or service may be needed, or where bins may have to be removed.

Current Litter Awareness Campaigns

Solid Waste continues to run the *Let’s Be Clear – Litter Doesn’t Belong Here* campaign throughout the year with paid advertisements and social media posts. The campaign aims to raise awareness of the issue of litter and is a call to action to the residents of the Municipality.

Since we know that ‘litter begets litter’, continued support of litter clean-up programs is important. When litterers see their neighbours taking pride in having a clean community, they may be less inclined to litter. During the Covid-19 pandemic several new grassroots litter clean-up initiatives appeared across the province, and it is evident residents are passionate about the topic (i.e. Nova Scotia ONE Garbage Bag Challenge). The Municipality is a long-time supporter of the Great Nova Scotia Pick-Me-Up and Adopt-A-Highway through provision of supplies and collection of waste. Each year hundreds of volunteers participate in these programs to contribute to litter clean-up events.

DISCUSSION

The following sections address the motions set forward by Council.

Jurisdictional Scan

Staff contacted several cities to gather information regarding litter receptacle installation. A limited number of cities replied, with full survey responses found in Attachment C – Jurisdictional Scan of Litter Receptacle Programs. Several commonalities were found, regardless of population or geographical size:

- Litter collection is managed by multiple departments and private contractors/businesses.
- Placement is generally based on a need identified by staff, or evaluation of locations requested by residents.
- Additional staff are hired during the summer months to manage an increase in litter.
- Right-of-way receptacles are placed in Business Improvement Districts, high-use bus stops/stops with shelters.

A further online scan of cities (Thunder Bay, Hamilton, Fredericton, Toronto, Ottawa) provided insight to how/where litter receptacles are placed within the streetscape. Common themes among these cities include:

- Street furniture is primarily placed at transit stops, major destinations and areas of high pedestrian traffic primarily focused on Business Improvement Districts.
- Receptacles are not placed in residential areas.
- Litter receptacles are primarily placed at corners with mid block options if the block is a longer corridor to provide adequate service. For example, San Francisco places receptacles every 200 feet (60m) along commercial streets.

In general, these practices and criteria are in line with those of Municipal departments as outlined in Attachment A. Litter is an area of concern for each jurisdiction, and we can continue to improve our programs by learning from each other.

While a limited amount of financial information was provided in the survey, the City of Edmonton did share their budget cost of \$850,000 to service 1,700 receptacles (approx. four times per week) in business improvement districts (\$500/bin). Receptacles at transit stops are serviced by an external contractor total \$2.50 per bin, per service. Assuming these receptacles are also serviced four times per week, the annual cost per transit stop is \$520. This compares to Halifax Regional Municipality's average annual cost of \$806 to service receptacles in the right-of-way (including transit stops). Edmonton's budget for Parks receptacles were not available.

Receptacle Inventory

Staff from ROC and Parks believe the current criteria and process for evaluating placement provides a sufficient number of receptacles in the right-of-way and in municipal parks. Members of the public are able to request placement of new receptacles by calling 311. Historically, 62% of requests for new installations have been approved, based on the criteria in Attachment A, and staff's expertise in evaluating locations.

Based on feedback from the jurisdictional scan, staff's knowledge of an area, and the history of complaints or requests from the public factor into the decision to place a receptacle or move it to a more appropriate location if under utilized. When staff observe receptacles that are consistently overflowing, recommendations can be made to adjust service delivery (i.e. additional bins, more frequent service or a different style bin).

Enhancing Awareness

The current multi-media campaign around litter and planned campaign around illegal dumping being implemented by Solid Waste focus on the social, environmental, and financial impacts of litter. Much of the population already properly dispose of litter by carrying it with them to the next receptacle, taking it home or delivering it to the proper facility. Those in the minority who do not properly dispose of waste either do not want the 'inconvenience' of taking it with them or may feel it is someone else's responsibility to keep our public spaces clean.

Increasing public awareness of how litter is managed within the municipality can help promote proper disposal of litter, request additional receptacles or plan a community clean-up. Information which can be shared to enhance public awareness around litter in the Municipality can be developed in-house, facilitated by Solid Waste. Information may be presented online on an expanded **Halifax.ca/Litter** website and through sharing on social media includes:

- Placement criteria and how to request a location to be assessed
- Number of receptacles serviced, and service standards
- Annual costs of litter management
- How to participate in a community clean-up
- ExploreHRM map and open data showing location of litter receptacles

Litter receptacle placement is currently tracked by ROC and Parks staff in GIS. Efforts have been underway during the summer of 2021 to ensure this data is current and ready to be shared with the public. A sample of what this map looks like is shown in Figure 3 below.

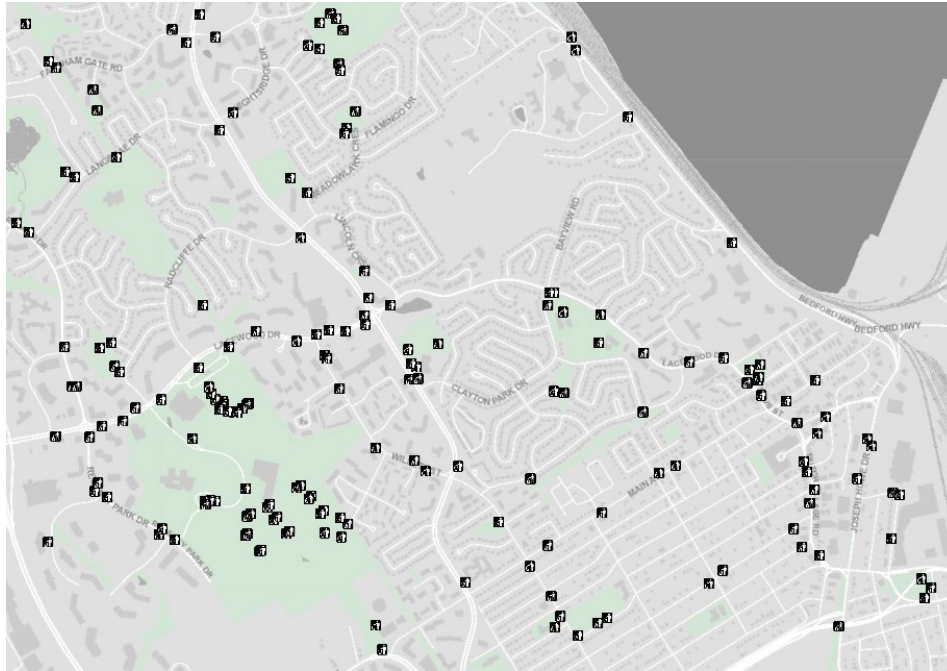


Figure 3: Sample Litter Receptacle Location Map

In the fall of 2021, Divert Nova Scotia will release a report on a provincewide *Litter Survey*. The survey revisited roadside locations to conduct audits of the quantity and type of litter present. A public survey and further research are planned to assess public opinion and attitudes towards litter in general and littering. The results from this project will help the Municipality further develop and expand litter outreach, awareness and enforcement efforts in a targeted manner.

Types of Receptacles – Options for Lids

There are various types of receptacles used in the municipality including 45-gallon drums, pole mounted bins and ornamental ground-mounted. Examples of these are shown in Figure 1 below.

Parks have purchased lids for the **45-gallon drum** style litter receptacles to limit access by animals and blowing litter. To date approximately 37% of the bins have been covered. Parks plan to have lids in place on all 45-gallon drum style litter receptacles by the end of 2022, provided COVID-19 supply challenges do not continue.

There are no lids available for **pole mount bins**. Over time, staff have found that blowing litter from these is not a concern, unless they are filled over capacity. Due to the smaller circumference and the height at which they are mounted, it is difficult for animals to access this type of can. The cost of a pole-mounted bin is \$259 and they have a life-span of approximately five years under normal wear.

Some units, such as **ornamental** ground-mounted bins generally do not come equipped with lids. These cans have a liner which narrows at the opening, limiting litter being blown out (unless the can is over capacity). Wildlife/rodents cannot access these cans due to the liner. The size of the liner also makes it more difficult for birds to access. The cost of these bins ranges from \$655 to \$720.



Figure 1: 45-gallon drum with plastic lid; Pole-mounted bins; Ground-mounted Ornamental Bins

Based on the Accessibility Strategy approved by Regional Council in 2021, ROC is looking at alternate options for both pole mounted and ornamental receptacles. A style that meets both accessibility needs and operational requirements (including prevention of blowing litter) will be considered.

A new style of waste receptacle, illustrated in Figure 2, will be installed as part of the Spring Garden Road Streetscape and Cogswell Interchange Redevelopment. They are animal deterrent in nature and will prevent blowing/scattered litter. They will replace the ground mount ornamental with open tops currently installed in these areas. If these are successful, their use may be expanded throughout the core of both downtown Halifax and Dartmouth, budget permitting. The Municipality has a three-year standing offer for these units at a cost of \$3,110 each (2021/2022 pricing).



Figure 2: Skyline 2 Stream Waste/Recycle Receptacle - Spring Garden and Cogswell Streetscape

FINANCIAL IMPLICATIONS

The cost of managing litter is included in the approved 2021/2022 operating budgets of Road Operations and Construction (Transportation & Public Works) and Parks and Recreation. The cost of enhanced litter program awareness is included in the approved operating budget for Solid Waste.

RISK CONSIDERATION

There are no significant risks associated with the recommendations in this report.

COMMUNITY ENGAGEMENT

Implementation of a litter reduction and awareness campaign is intended to bring attention to environmental implications of littering.

Results from Citizen Surveys and Shape Your Budget were reviewed when drafting this report.

ENVIRONMENTAL IMPLICATIONS

In addition to being unsightly and a nuisance, litter can be harmful to humans, animals, and the environment. Taking steps to educate the public and raise awareness around the problems litter creates can help minimize these impacts (prevention and clean-up). Measuring the success of litter management measures is challenging as several municipal departments, as well as volunteers from the community contribute to litter clean-up activities.

ALTERNATIVES

The Environment & Sustainability Standing Committee could recommend that Halifax Regional Council direct the Chief Administrative Officer to:

1. Expand litter installation, maintenance and collection services to locations outside of the current criteria. This is not recommended as the current criteria for litter receptacle placement are satisfactory and additional bins will not necessarily solve the litter problems. Additionally, costs for additional resources would need to be allocated in operational budget planning.
2. Install receptacles at every bus stop within the serviced core area. This is not recommended as stops with low ridership or those in residential areas do not meet current placement criteria. Additional receptacles would result in significant operating costs to maintain. ROC and Halifax Transit have a process in place to consider requests for new litter receptacles.

ATTACHMENTS

Attachment A: Public Spaces Litter Receptacle Criteria
Attachment B: Litter Related Service Requests
Attachment C: Jurisdictional Scan of Litter Receptacle Programs

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Shannon Betts, Diversion Policy Coordinator, Solid Waste Resources 902.476.2470
Beate Shannon, Superintendent, Road Operations and Construction, 902.476.6358

Attachment A – Public Space Litter Receptacle Criteria

Public Space Litter Receptacle Criteria

Revision Date: June 2021

General

Litter and recycling receptacles are provided to support collection of incidental waste generated by pedestrians in specified areas within the municipality. Receptacles are installed and serviced (emptied) by Municipal staff from Transportation & Public Works, Parks & Recreation, and Corporate & Customer Service.

Requests for placement of new receptacles are evaluated by staff from the applicable department and installed where criteria are met. Requests for consideration of receptacle placement can be made by calling 311.

The placement of litter receptacles must:

- Permit easy access for service vehicles and personnel to service and inspect the receptacle safely.
- Permit unimpeded pedestrian traffic flow.
- Permit unimpeded vehicular parking and/or traffic flow.
- Remain within the public right-of-way (i.e. sidewalk)
- Consider principles of the Municipal Design Guidelines and Accessibility Strategy

Locations where litter receptacles may be placed

1. Mixed-use business¹ and business improvement districts with a frequent pedestrian presence
2. On public sidewalk right-of-way adjacent to a group of businesses.
3. At each end of a block, with additional receptacles between if the block exceeds 100 m.
4. At Halifax Transit Bus Stops with high-use volume or in proximity to mixed-use businesses.
5. Within existing and new Municipal owned parks, playgrounds, beaches, and sports fields where they can be easily accessed by park users and staff.
6. Municipal Facilities – outdoor building sites/washrooms/transit terminals

¹ Includes areas with a combination of retail, commercial, schools, residential and civic space.

7. Active Transportation (AT) - Trails

- Serviced by local community groups and funded through a grant program
- Promote, as much as possible, a pack-it-in pack-it-out policy understanding the importance of litter receptacles being placed at trailheads and access points (e.g. intersections and parking lots).
- AT facilities that are located on Municipal parkland (e.g. Chain of Lakes Trail or Sackville Greenway) would also be subject to criteria used by Parks and Recreation.

Litter receptacles will generally not be provided:

- In locations where privately provided litter receptacles are currently in service.
- Within residential neighbourhoods
- In the right-of-way for the purpose of disposal of dog feces²
- At Canada Post Community Mailbox Locations³.
- For the sole use of adjacent businesses, not located in a Business Improvement District.
- In business areas already served by private receptacles⁴.

The Municipality does not service litter receptacles in the right-of-way outside of the core area/NSTIR Service boundary.

Reasons which may lead to removal or relocation of bins

Illegal Dumping

- Depositing any waste generated in a household, institution, or place of business in a litter receptacle is considered illegal dumping.

Vandalism/Graffiti

- Receptacles in locations that are subject to repeated vandalism may be relocated or removed from service.

Winter Maintenance

- Receptacles may be removed from service during winter months where servicing is not possible.

² By-Law A-700, Respecting Animals and Responsible Pet Ownership - owners are responsible to remove defecation from public and private property.

³ Maintenance issues concerning Community Mailboxes can be directed to Canada Post: www.canadapost-postescanada.ca/support

⁴ By-Law S-600 requires all businesses to provide litter receptacles on site, including in drive-thrus.

Attachment B – Litter Related Service Requests

The data in Table 1 below includes requests captured by 311 for both Road Operations and Parks. When calls are received, 311 staff classify each request based on the type of litter being reported.

The category ‘Other’ includes requests such as maintenance of bins, requests for new bins, illegal dumping/household waste and other general inquiries.

Loose/Scattered Debris, Garbage Bags is the largest volume of calls received. These requests include those where bags are left on the sidewalk after collection day or broken open bags with litter scattered onto the sidewalk.

Table 1 – Total Litter Related Calls by Fiscal Year

Litter Requests by Classification	2018-2019	2019-2020	2020-2021	Average
ANIMAL FECES.DOG FECES BAG	106	112	86	101
BICYCLE	2	9	8	6
BROKEN GLASS, SHARP OBJECTS, METALS	188	111	128	142
CONSTRUCTION MATERIALS	26	47	59	44
FURNITURE AND ELECTRONICS	21	39	50	37
HUMAN FECES, VOMIT, BODILY FLUIDS	6	2	2	3
LITTER SERVICE STANDARD			12	12
LOOSE/SCATTERED DEBRIS, GARBAGE BAGS	880	715	685	760
NON-HAZARDOUS SPILLS	20	5	3	9
OTHER	474	423	390	429
OVERFLOWING GARBAGE CANS OR RECEPTACLES	213	205	327	248
SHOPPING CARTS	8	26	30	21
Grand Total	1944	1694	1780	1806

Table 2 - Litter Related Calls by District, Fiscal 2020-2021

	No District Identified	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	Total
ANIMAL FECES.DOG FECES BAG	8	2	1	3	3	6	3	8	6	18	3	4	4	5	4	2	6	86
BICYCLE	1					1	1	1	3								1	8
BROKEN GLASS, SHARP OBJECTS, METALS	5		2	2	10	16	10	16	18	9	9	4	6	6	3	4	8	128
CONSTRUCTION MATERIALS	4	5	1	1	1	3	3	3	11	7	3	3		4	3	1	6	59
FURNITURE AND ELECTRONICS	2	2		3	2	8	5	2	1	6	2	1	6	1		3	6	50
HUMAN FECES, VOMIT, BODILY FLUIDS		2																2
LITTER SERVICE STANDARD				1		1	4		1	3		1				1		12
LOOSE/SCATTERED DEBRIS, GARBAGE BAGS	38	29	13	48	28	65	51	48	90	79	28	24	29	24	18	20	53	685
NON-HAZARDOUS SPILLS				1	1						1							3
OTHER	28	14	6	23	22	30	36	32	40	44	21	16	23	10	8	10	27	390
OVERFLOWING GARBAGE CANS OR RECEPTACLES	12	6	15	20	19	31	18	42	29	45	12	14	23	13	4	5	19	327
SHOPPING CARTS				2	2	1	7	2	2	5	3	4				1	1	30
Grand Total	98	60	38	104	88	162	138	154	201	216	82	71	91	63	40	47	127	1780

Attachment C – Jurisdictional Scan of Litter Receptacle Programs

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
Population	981,300	113,948	1.382 million	85,395	1.336 million	749,534	579,200
<i>Who is responsible for servicing the litter receptacles in your municipality? (i.e. Internal staff, Contracted Service, Community Organizations)</i>	A mixture of both internal staff and contractors.	Mix of Public Works divisions; private organizations; contracted	The Region of Peel is responsible for the collection of roadside litter containers, public space recycling containers and dual-stream containers as part of the curbside collection program.	Internal - Parks crews for parks and street crews for streetscape	Contracted services for all containers	blend of internal staff and contracted services	blend of internal staff and contracted services
<i>Which municipal departments/branches service outdoor litter receptacles?</i>	City Operations. Within the Dept. there are the Parks & Roads Services Branch, the Waste Services Branch, and Edmonton Transit Services Branch who service outdoor receptacles.	Public Works departments: Parks and Transportation (bus stops). the waste and recycling division looks after ones that are on roads. Downtown area = Contractor. Private group = some trailways. A contractor is hired to maintain all containers that are in the specified downtown area.	The Region's waste collection contractors collect the litter containers, not Regional staff.	Internal - Parks crews for parks and street crews for streetscape	Parks; Roads; Transit; Recreation and Facility Management (e.g. municipal building)	Parks, Roads, Transit	Waste, Parks, Roads
<i>How many Full-Time Employees (or equivalent) are assigned to servicing litter receptacles? Please specify municipal vs contracted if applicable.</i>	Number of contractors unknown. Parks and Roads has minimum 4 to 5 FTE dedicated to litter servicing year round. Plus a number of temporary seasonal staff, parks site servicing staff and river valley trails maintenance staff that have litter container servicing as part of their duties.		None - see above.	Parks has 4 Full time staff & Streets has approx the same. More to be hired over the summer to deal with the increase in litter.			

¹ Responses from Calgary, Winnipeg and Hamilton were shared by the City of Edmonton from a similar scan conducted.

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
What are your estimated annual operating costs for managing litter?	Waste is \$850,000 (includes contractor and internal admin) per year for ~1,700 that average 4 services per week. Transit Services spends approximately \$2.5 per can per service X ~2,900 cans (typical service frequency is (all in costs, includes contractor, internal admin, etc.); Parks and Roads, not sure.		The local municipalities pay for the containers and we provide collection/processing free of cost. \$550,000 for collection and processing/disposal	Last year was high at 750,000 and on average runs closer to 600,000			
Are litter receptacles provided in the following locations? (Yes/No)							
a. Mixed-use business areas with frequent pedestrian presence	Litter containers found in all 13 business improvement areas		Yes	yes	Yes	Yes	Yes
b. Within residential neighbourhoods (i.e. no transit stops or businesses)	Yes. In low density, single family residential areas, there are some containers that are located near sidewalks by trailheads, containers also located at baseball diamonds and playgrounds. Containers will also be placed along "complete streets" e.g., streets with bike lanes and known as active transportation corridors. Some of the streets run parallel and close to the main street of the Business Improvement Area (BIA). Containers placed along complete streets are usually in med/high density residential areas.		Yes (mail boxes)	no	No	No	No
c. All bus stops	No		Yes - I'm not sure if they are at all bus stops, but they are placed at bus stops	yes	Yes	No	No

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
<i>d. Bus stops with bus shelters</i>	Yes		Yes	yes	Yes	No	No
<i>e. Bus stops located along streets with high foot traffic</i>	Yes		Yes	yes	Yes	Yes	Yes
<i>f. Municipal Parks</i>	Yes		No - the local municipalities are responsible for managing waste within parks	yes	Yes	Yes	Yes
<i>g. Municipal Playgrounds</i>	Yes		No, same as above	yes	~	~	
<i>h. Multi-use Trails/Active Transportation - entrances</i>	Yes		No, same as above	yes	Yes	Yes	Yes
<i>i. Multi-use Trails/Active Transportation - along the trail</i>	Yes		No, same as above	yes	~	~	
<i>j. Sportsfields</i>	Yes		No, same as above	yes	Yes		
<i>k. Other city facilities (please identify)</i>			The local municipalities are also responsible for managing waste within City facilities	Rec Centres, libraries and City Hall	Yes - ie municipal building plaza		
Approximate number of on-street litter (right-of-way, transit stops) receptacles?	1,700 in BIAs, 2,900 at bus stops			150	7,500	2,000	

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
<i>Criteria for placement in Right of Way (i.e. spacing, corners vs mid-block)</i>		In short, there really is no proper placement criteria or standards. They are placed as deemed necessary and we act on complaints or requests from the public to either install or remove them. Most requests for emptying or fixing them come through our 311 service and they are distributed accordingly. We do have a good inventory of containers in the City and have them mapped. Our inventory contains information on type, GPS coordinates and who is responsible for them.	Standards – We don't have any official standards for the litter containers; however they are typically located roadside and the placement and design of containers must be approved by the Region prior to starting collection. There are multiple styles of containers and they differ throughout the three local municipalities.		Historical - wherever bins have filled up fast or have more litter	Primarily based on its proximity to transit stops, key attractions and general requests. Yes we standardize the look to maintain consistency	
<i>Frequency receptacles are emptied</i>			The standard collection frequency is once per week. Containers located on major roadways and high pedestrian traffic areas are collected twice per week.	Daily			
<i>Approximate number of litter receptacles in Parks/Playgrounds/Sportsfields?</i>	Over 6,000		Refer to the local municipalities (Cities of Mississauga and Brampton and Town of Caledon).	included in on-street receptacles; plus 33 dedicated dog waste receptacles	500 - 1000		
<i>Criteria for placement</i>	Beside baseball diamonds, most community or school playgrounds would have 3 to 6 depending on size. Placement at trail heads, and trail junctions, Lack of established criteria. But we are working on it.		The Region only provides collection to roadside containers.				
<i>Frequency receptacles are emptied</i>	BIAs between 3x a week to once a day; bus stops typically once per week			Daily; weekly			

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
<i>Approximate number of litter receptacles on multi-purpose trails/active transportation routes?</i>	active transportation routes is usually 1 on each corner and 1 mid block. But I'm not sure that I support active transportation routes automatically applying this criteria.		Refer to the local municipalities.				
<i>Frequency receptacles are emptied</i>	depends on size of container and proximity to BIAs, so 2 times a week to 7 times a week. also frequently used by multifamily residents for disposal of household waste.						
<i>Number of receptacles not counted above</i>			n/a	In ground - 80			
<i>What is the location of these bins?</i>				Throughout the City in high volume areas of the parks - These are looking to be removed as they are difficult to service			
<i>Frequency receptacles are emptied</i>				monthly			

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
Does your municipality provide multi-stream litter receptacles, what is the criteria for where these are placed?	Edmonton is starting to rolling out 3 stream sorting stations in key outdoor attraction areas e.g., outside the amenity building in a major river valley park, at bookable group picnic sites. We will evaluate the program at the end of 2021 and use it to inform any plans for expansion.	There are also many different types of containers that we use. We find the recycling ones don't work out so well. They end up with a lot of contamination as people typically just discard anything without placing items in the proper slots. A lot of the bins with lockable doors end up being pried open and destroyed from people fishing for deposit return containers.	<p>The local municipalities own the litter containers and are responsible for maintenance (replacing damaged containers, snow removal, safe access for the waste collection operations). Prior to installing a litter container, the local municipalities shall review the design and placement with the Region to ensure our waste collection contractors can collect and safely access the container.</p> <p>Litter containers are to be placed on municipal road allowances (ex. residential areas, transit stops, business improvement areas, mailboxes), for the purpose of collecting waste from pedestrians and reducing roadside litter. Parks, walkways and recreation facilities are outside of the scope; the local municipalities oversee the collection of these containers.</p>	Streetscape is 3 stream. Parks are single stream + refundables. Haul alls will be 3 stream	Yes, we have 2 stream (waste + mixed recycling) containers in some locations; Some can and bottle only bins but rare	Yes, we have 2 stream (waste + mixed recycling) containers in some locations; Yes, we have 3 or more stream (waste, mixed recycling, beverage bottles, paper, and or organic waste) containers in some locations	
How do you manage illegal dumping?	Some of the Parks and Road litter barrels are prone to illegal disposal of yard waste, etc. We have used warning stickers, and in some cases, removed the containers.		<p>Falls under the local municipality's responsibility. The purpose of the containers is to reduce roadside litter.</p> <p>If we notice a container is overflowing, we will collect it more frequently.</p>	City Fix app and internal staff do pick upon service requests			

Jurisdiction	City of Edmonton	St John's, NL	Region of Peel (Mississauga, Brampton and Caledon)	City of North Vancouver	Calgary ¹	Winnipeg	Hamilton
How do you manage material blowing from bins or access by animals?	We have limited evidence that the bins are being accessed by animals. We are starting to promote lids.		Falls under the local municipalities' responsibility.	Lids and we are getting animal resistant Haul Alls			