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Council-In-Committee Meeting – January 13, 2026

Subject: Waste Update – Medical Exemption Policy, Condominium Corporation Collection and Social Housing Collection
Report Number: PW-25-026
Division: Public Works
Department: Environmental Services
Ward: All Wards
Purpose: For Decision

Recommendation(s):

That staff report PW-25-026 Waste Update – Medical Exemption Policy, Condominium Corporation Collection and Social Housing Collection be received as information; and

That the Waste Collection Exemption Policy for medical and diaper waste be approved and implemented for the new curbside waste collection program; and

That the Technical Guidelines for Waste Collection Services at Condominium Corporations be approved and waste collection services continue to only those corporations that meet the updated technical guidelines, with all others required to obtain private waste collection services; and

That multi-residential social housing properties be required to obtain private waste collection services; and

That social housing properties with private internal roadways be required to either meet the Technical Guidelines for Waste Collection Services for Condominium Corporations for municipal waste collection services or they must obtain private waste collection services; and

That social housing properties fronting a municipal street with private individual driveways participate in the municipal curbside waste collection program, as long as they adhere to the residential requirements outlined in the Waste Management By-law; and

Further that when the Waste Management By-law 2013-164 is updated, the provision in section 4.9: Norfolk County Social Housing multi-residential buildings, over six (6) units, be allowed to set up to 30 bags of waste for collection at the curb be removed.

Executive Summary:

The purpose of this report is to provide Council with an overview of policy changes and updated service guidelines related to Norfolk County's new curbside waste collection system, including the Waste Collection Exemption Policy for medical and diaper waste, the Technical Guidelines for Waste Collection Services at Condominium Corporations and waste collection services for social housing.

Norfolk County will transition to a new curbside waste collection contract on September 29, 2026. The new program introduces automated cart collection, weekly organics collection, and biweekly garbage collection. As these changes affect various user groups differently, staff have developed exemption policies and updated service guidelines to ensure consistency, fairness, and operational viability.

Waste Collection Exemption Policy

A Waste Collection Exemption Policy for excess medical and diaper waste has been developed to support residents who generate additional waste due to medical needs or high diaper volumes, ensuring equitable service under biweekly garbage collection.

Condominium Corporation Waste Collection Services

Automated cart collection requires adequate spacing between carts, which eliminates the use of common collection points. As a result, only condominium corporations that meet the updated technical guidelines, such as adequate road width, turning radius, continuous collection and individual driveway collection, will remain eligible for County waste collection services. The use of common collection points will be eliminated.

A review of 19 municipalities found that most provide waste collection services to condominium corporations, generally requiring eligibility criteria and application processes similar to Norfolk County's updated technical guidelines.

Social Housing Waste Collection

Social housing currently benefits from a by-law exemption allowing up to 30 garbage bags per week per property to be set out for curbside waste collection. Waste collection services vary depending on the property management company for various social housing properties, as some utilize the municipal curbside collection program while other properties have private waste collection contracts. To ensure consistency across all social housing properties, multi-residential properties will be required to arrange for private collection services. Properties that are townhouses with private internal roadways must meet the updated Technical Guidelines for Waste Collection Services at Condominium Corporations. If the property does not meet the technical guidelines, they must arrange for private waste collection services. Social housing properties that front onto a municipal street and have individual driveways for collection, would be eligible for

municipal curbside collection as long as they adhere to the residential requirements outlined in the Waste Management By-law.

The new waste collection contract necessitates several program updates to ensure alignment with automated cart collection and consistent service delivery. The proposed exemption policies support residents with unique needs, while updated condominium and social housing guidelines ensure fairness, and operational efficiency.

The primary financial impacts outlined in this report relate to waste collection services for condominium corporations. The current annual cost to provide garbage collection to 27 condominium corporations is approximately \$105,000, and this is expected to increase to about \$245,000 under the new contract. These costs are already included within the existing waste management budget, so discontinuing the service would result in marginal savings. Costs and contracts for private collection at social housing properties would be administered by social housing providers rather than the Environmental Services department, while exemption policies would also continue to be funded within existing budgets.

Discussions:

Norfolk County will transition to a new curbside waste collection contract on September 29, 2026. As such, curbside waste collection programs will change to automated collection using carts. A weekly organics program will be introduced to divert organic waste from landfill and garbage collection will shift to biweekly collection. This report addresses various items related to the new curbside waste collection program including medical and diaper exemption policies, condominium corporation waste collection and social housing waste collection.

Waste Collection Exemption Policy

Residents with certain medical conditions may produce more waste than the average household. To support these residents, staff have developed a Waste Collection Exemption Policy that allows these residents to better manage this additional waste. Eligible residents may choose either a larger waste cart or a second cart, depending on their needs.

To qualify for a medical exemption, residents must complete a medical exemption application form. While no personal medical details are required, the initial application must include a health care provider's signature confirming that the resident has a condition resulting in increased waste. Residents must renew their application annually to confirm they still require the exemption; however, a health care provider's signature is only needed once every five (5) years.

Families or a home daycare with three (3) or more children under the age of four (4) who generate diaper waste are eligible for an exemption to help manage the additional material. To apply, they must submit a diaper exemption application or a home daycare

exemption application that includes the children's dates of birth, or the name of the home daycare to confirm eligibility. Approved households may choose either a larger cart or an additional cart to accommodate the extra waste. The application must be renewed each year, and the exemption will end once the household no longer has three (3) or more children under the age of four (4).

Condominium Corporation Waste Collection Services

In 2017, Norfolk County Council approved a resolution to provide waste collection services to condominium corporations that met the technical requirements. During the 2024–2025 discussions on the new curbside waste collection program, Council requested an update on condominium waste collection, as there has been ongoing discussion whether this service should be provided by the County given that other municipal services – such as water, wastewater, and snow removal – end at the property line.

Norfolk County currently provides waste collection services to 27 condominium corporations, representing about 1,030 dwelling units and generating roughly 470 MT of garbage each year. The cost of providing this service is approximately \$105,000 annually and is expected to rise to about \$245,000 under the new curbside waste collection contract. These costs are accommodated within the existing waste management budget, so discontinuing condominium waste collection would result in minimal savings.

The new contract requires the use of automated carts, which must be spaced at least two (2) feet apart so the automated arm can safely empty them. Because automated collection requires spacing between carts, the County can no longer safely or operationally service common collection points. Common collection points were previously an option for condominium corporations with fewer than 35 units that did not meet the technical guidelines for curbside collection at each unit.

Staff have updated the technical guidelines to remove the option for common collection points. To qualify for waste collection services, condominium corporations must now meet the following requirements:

- A road width of six (6) metres and a turning radius of 12 metres
- Continuous collection routes where the collection vehicle can enter and exit without reversing
- Collection at individual driveways

Staff also surveyed other municipalities to understand their approach to condominium waste collection. Of the 19 municipalities that responded, 18 provide collection services to condominium corporations. Most municipalities require developers or condominium corporations to apply for service and meet specific eligibility criteria including design requirements.

In response, staff have updated the Technical Guidelines for Waste Collection Services at Condominium Corporations, including revisions to the application form and the indemnification form.

Social Housing Waste Collection

Social housing in Norfolk County includes a mix of multi-residential buildings and townhome complexes. There are 17 multi-residential properties ranging from 8 to 32 units each, with most containing more than 20 units. These properties are managed by various property management companies, and waste collection services vary, using either municipal or private collection. Most social housing properties currently receive municipal waste collection.

Section 4.9 of Waste Management By-law 2013-164 provides an exemption for social housing, allowing up to 30 garbage bags per property each week under municipal collection. In contrast, privately owned multi-residential buildings with more than six units must arrange for private waste collection.

To understand broader practices, Norfolk County staff reviewed how neighbouring municipalities support social housing providers. In nearly all cases, social housing properties are required to meet the same collection standards as other residents, either by following curbside rules such as bag limits and weight restrictions or by meeting requirements applied to other multi-residential buildings.

Property managers receiving municipal collection have expressed concerns about the new biweekly garbage collection schedule, including the difficulty of storing waste on-site for longer periods and accommodating a large number of waste carts. To ensure consistent waste management services across multi-residential social housing buildings, it is recommended that property managers secure private waste collection services. This would allow property managers to choose a collection frequency that meets their needs and reduce the amount of on-site cart storage required. It would also bring social housing properties in line with waste collection practices used by other multi-residential buildings.

Townhomes located on internal private roadways would be required to meet the Technical Guidelines for Waste Collection Services at Condominium Corporations to remain eligible for municipal collection; otherwise, they would need to secure private collection services. Townhomes with individual driveways that front onto municipal streets may continue to participate in the municipal waste collection program, provided they meet the residential requirements of the Waste Management By-law.

Finance Comments:

The financial implications vary for each of the policy recommendations and are discussed individually below. As the change in policies discussed in this report would take effect at the end of September 2026, aligning with the change in curbside

contracts, the impacts against the 2026 operating budgets would only be approximately one quarter of the annualized estimates.

Waste Collection Exemption Policy

As Norfolk County is charged for the collection and processing of waste on a per tonne basis, collecting additional waste that could not otherwise be accommodated within existing parameters would result in additional operating costs.

However, the annual impact of these policies is anticipated to be negligible, as a) the number of properties eligible for these exemptions are expected to be immaterial to the overall number of properties in the County receiving collection (30,000+) and volume of tonnage (14,000+ annually), and b) the additional waste eligible under this policy is already currently being collected by Norfolk County and the policy change is not creating any additional tonnage, meaning the costs have effectively already been accounted for in the forecasted costs of the curbside program.

In terms of the cost of carts, larger carts are marginally more expensive for the County to procure, and requiring more carts results in more costs. However, the impact is still anticipated to be negligible as staff included a 1% reserve number of carts in previous analyses as replacements for faulty ones and/or extras to provide for policy exemptions such as these.

Condominium Corporation Waste Collection Services

If condominium corporations meet the technical requirements, Norfolk will collect and process their waste, creating costs. Alternatively, they are responsible for securing their own disposal contracts with no cost to Norfolk County.

In 2025, the estimated cost to Norfolk for collecting and processing the waste of eligible condos is approximately \$105,000 for the garbage stream. Based on the new curbside contract, if the same units continue being collected, the estimated costs will rise to approximately \$245,000 annually for garbage and organics. Previous analyses included the cost of these units for each respective service, so these are not additional costs being presented for the first time in this report.

Ultimately, costs will vary based on the number of eligible condos / units. If the policy was amended to include higher technical requirements leading to lower or no condos being eligible, the County would have saved up to the estimated \$105,000 included in the Approved 2025 Levy Operating Budget. If the policy was amended to include lower technical requirements or more eligible condos / units are built, costs will rise above the estimated \$245,000 annually under the new contract.

Social Housing Waste Collection

Costs for social housing units that are already being collected under the curbside agreement and will continue being collected if they meet the technical guidelines have already been included in previous analyses, so this policy would have a negligible financial impact for those units.

For multi-residential social housing units not meeting those technical requirements, costs under the contract would be reduced if this policy was approved. The County does not currently separately track how much waste is collected from these units, however, with an estimate of approximately 335 MT per year, that would avoid approximately \$80,000 of collection costs for the garbage stream annually based on the curbside contract currently in place, or up to \$125,000 under the upcoming contract.

This change for multi-residential social housing units, not meeting the technical requirements, would result in the applicable social housing providers having to secure private waste collection arrangements, resulting in additional operational costs. The County provides funding to social housing providers which varies between providers/facilities based on contracts, agreements and legislative requirements. This change may result in additional funds having to be paid to the providers for this additional operational cost. The cost of the private waste service may also vary depending on the contracts the providers are able to secure. Due to these variables, a reliable estimate of the additional funding required is not possible at this time. It is noted that the actual costs incurred for the service may not be equal to the required change in funding, based on the funding models for the applicable providers/facilities.

Interdepartmental Implications:

N/A

Consultation(s):

Social Services and Housing Division, the Haldimand-Norfolk Housing Corporation, and external legal counsel were consulted in the preparation of this report.

Strategic Plan Linkage:

Sustaining Norfolk - Creating a sustainable community and a positive legacy

Norfolk County's waste management program is grounded in environmental stewardship. The County is committed to long-term environmental responsibility by building a comprehensive system that reduces waste and extends the lifespan of the landfill.

Attachment(s):

- Attachment 1 – Revised Technical Guidelines Condos 2026
- Attachment 2 – Form 1 Application for Waste Collection Services Condos
- Attachment 3 – Form 2 Indemnification
- Attachment 4 – GP-46 - Waste Collection Exemption Policy
- Attachment 5 – Medical Exemption Form
- Attachment 6 – Diaper Exemption Form
- Attachment 7 – Home Daycare Exemption Form

Approval:

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