Corporation of the City of Kawartha Lakes

Making Waste Matter

Integrated Waste Management Strategy Update 2025 to 2029

April 2025

Kawartha Lakes
Jump In

Table of Contents

Acronyms/References

C&D	Construction and Demolition
City	City of Kawartha Lakes
CMO	Circular Materials Ontario
EA	Environmental Assessment
ECA	Environmental Compliance Approval
EPR	Extended Producer Responsibility
GPS	Global Positioning System
HHW	Household Hazardous Waste
IC&I	Industrial, Commercial, & Institutional
IP	Implementation Period
IWMS	Integrated Waste Management Strategy
L&YW	Leaf and Yard Waste
No.	Number
P&E	Promotion and education
PP	Planning Period
PRO	Producer Responsibility Organization
RPRA	Resource Productivity and Recovery Authority
WMAC	Waste Management Advisory Committee

A Message from Council

Dear Kawartha Lakes,

The City of Kawartha Lakes is committed to working together towards the vision of thriving and growing communities within a healthy and natural environment. The Integrated Waste Management Strategy Update 2025 to 2029 acts as a guide for the municipality to address long term waste management needs, and improvements in service and targets for achieving a sustainable waste management program.

The Strategy combines the City's current waste management programs with new initiatives to ensure that the most beneficial services will be provided to residents. The municipality has curbside waste programs, round up events, and five waste disposal sites that service approximately 85,160 residents.

There are many changes happening at the Provincial and Federal level with the implementation of new policies and guidelines for municipalities. This Strategy will help increase public education and communications, keeping our residents informed of new changes and best practices.

Since its inception in 2015, the goal of the Integrated Waste Management Strategy has been to increase the residential diversion rate through the implementation of selected initiatives. With mandated program changes, the municipality is making the decision to change how we measure the success of our waste management programs. This involves a shift from measuring residential diversion rate to new targets of waste reduction. The new performance measures include the following goals:

- Reduce residential waste generated per capita by 12% or from 283 kilograms per capita to 249 kilograms per capita between 2025 and 2029; and
- Reduce the total waste disposed in the City by 6% or from 50,700 tonnes to 47,500 tonnes by 2029.

Thank you for helping us reach our goals and the work you continue to do to help our environment.

Sincerely,

Kawartha Lakes Council.

Part 1: Introduction

The **Making Waste Matter: Integrated Waste Management Strategy** (IWMS) is a document that will guide the delivery of solid waste management services for the City of Kawartha Lakes from 2025 to 2029. The IWMS was first implemented by the municipality in 2015 and was followed by an updated version for 2020 to 2024. This IWMS document is the second update to the original Strategy document.

The City of Kawartha Lakes (City) is a single tier municipality that spans an area of over 3,000 square kilometres and is home to approximately 85,160 residents. Waste management services are provided to the residents in the form of curbside collection programs, depot drop-off services, and diversion initiatives.

This IWMS update comes at a pivotal time. As the City continues to grow, it is important that the municipality continues to assess its waste management needs and finds ways to divert more waste away from being disposed of at the City's landfill sites. The City is fortunate to have five active landfill sites. Reducing waste volumes received at the landfills and diverting waste where practical will not only minimize environmental impacts, but also delay the need to construct new or expand existing landfills which is a costly endeavour.

The 2025 to 2029 IWMS document provides an update to the initiatives identified in the previous IWMS update and introduces new actions to support the City in meeting their overarching waste management goals, which were previously defined and remain valid, including:

Maximizing the amount of residential waste diverted from landfill;

Optimizing the remaining landfill space in the City's five active landfill sites; and

Continuously improving how waste management services are being provided.

This IWMS document also highlights industry trends, policy and program changes since the last Strategy update, such as the transition of the Blue Box program, implementation of a new urban curbside organics collection program, and changes to diversion programs at City-owned sites.

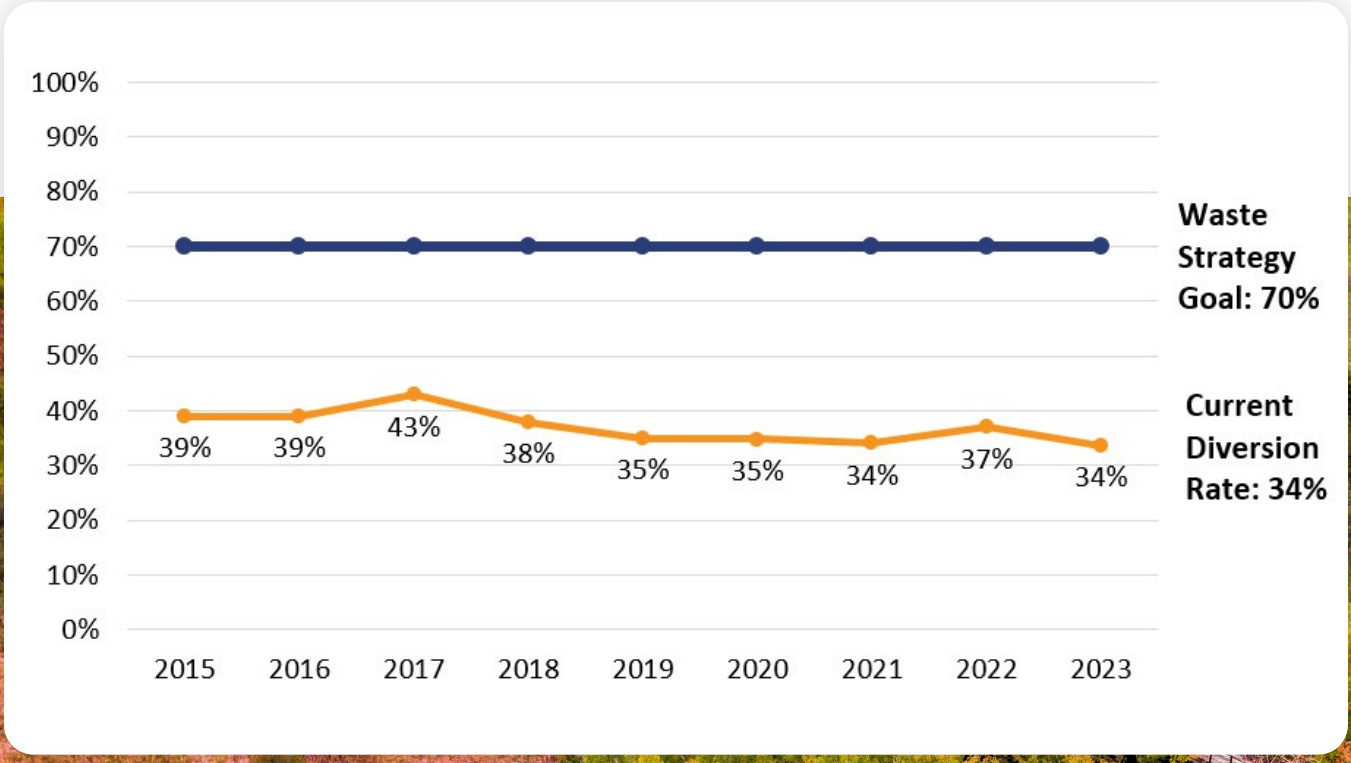
The initiatives presented in this Strategy are recommended to be phased in over the implementation period (i.e., from 2025 to 2029). The initiatives are categorized under reduce, reuse, recycle, innovate to target waste prevention and reduction, diversion and reuse opportunities, and identification of creative solutions to address the City's unique waste management concerns.

Performance Metrics

In previous years, municipalities have used residential waste diversion rates to estimate the performance of their waste management system.

A **waste diversion rate** is the proportion of waste that is diverted away from the landfill annually through reduction, reuse and recycling programs. Diversion rates have been a key metric to measure the performance of a municipality's waste management system. Each year, Ontario municipalities that receive Blue Box funding services report their annual waste tonnages to the Resource Productivity & Recovery Authority (RPRA). This data has been used to calculate the residential waste diversion rate, which is an industry metric, and is compared against similar Ontario municipalities. Since the last IWMS update, the City has maintained a residential diversion rate of approximately 34% and had set a goal to divert 70% by 2048. **Figure 1** illustrates the residential diversion rates since 2015, along with the City's goal for waste diversion. The diversion rate peaked at 43% in 2017, which is attributed to the introduction of the clear garbage bag program and is currently at its lowest rate of 34%. The calculation of the waste diversion rate is based on weight and over the years there has been a shift in the weight of product packaging from heavier (e.g., glass, cardboard) to lighter (e.g., plastics) materials in addition to a reduction in the amount of materials used in packaging (e.g., smaller laundry detergent jugs).

Figure 1: Historical Residential Diversion Rates (2015 to 2023)



New Performance Metrics

On April 1, 2024, the Blue Box program in the City of Kawartha Lakes transitioned to a new regulatory framework, known as Extended Producer Responsibility (EPR)[1]. This regulation shifts the financial and operational responsibility of collecting and recycling materials at their end of life to the material producers[2]. Due to this policy change, producers of the Blue Box materials (e.g., suppliers of packaging or paper products) are responsible for providing recycling collection, processing and customer service to the community, instead of the municipality. Producers employ a Producer Responsibility Organization (PRO) to provide collection and management of the materials on their behalf to meet their regulatory obligation. Circular Materials Ontario (CMO) is the PRO that is responsible for providing a common collection system for all Blue Box materials in Ontario.

The Blue Box program is the latest of several other diversion programs that have transitioned to the EPR framework. Household hazardous waste (HHW), batteries, used tires and electronic waste are all under the EPR framework and are managed by PROs.

As a result of the Blue Box transition, municipalities are no longer eligible to submit data to RPRA to receive Blue Box funding and will not have data on diversion resulting from the Blue Box program. This means the common comparative metric, waste diversion rate, will no longer be measurable. Now, Ontario municipalities are exploring alternative metrics, such as per capita disposal rates and total waste disposed, to model program performance annually and compare performance against similar jurisdictions. These different metrics are described further below.

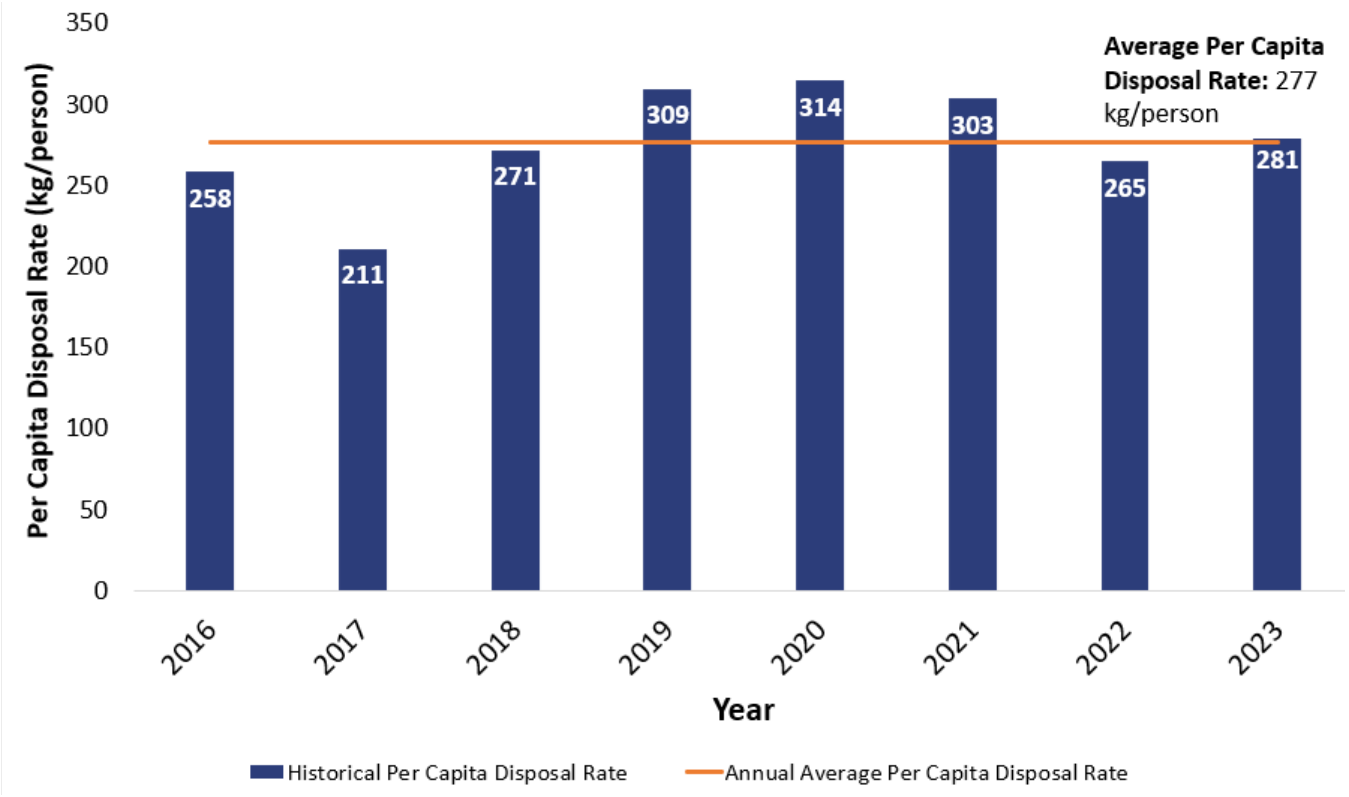
1. Extended Producer Responsibility Recycling in Kawartha Lakes Begins April 1, 2024, City of Kawartha Lakes, https://www.kawarthalakes.ca/en/news/extended-producer-responsibility-recycling-in-kawartha-lakes-begins-april-1-2024.aspx

2. Blue Box Transition, Resource Productivity & Recovery Authority (RPRA), https://rpra.ca/programs/blue-box/blue-box-transition/

Resident Per Capita Disposal Rate

A per capita disposal rate is a measure of how much waste each person throws out on an annual basis, on average. It is calculated by dividing the total quantity of waste disposed in landfills by the number of residents in a municipality. **Figure 2** illustrates the historical residential per capita disposal rates from 2016 to 2023 with the average being 277 kilograms per capita. In 2023, the City's residential disposal rate was 281 kilograms per capita.

Figure 2: Residential Per Capita Disposal Rates (2016 to 2023)



Total Waste Disposed

In the past, the City has implemented various policies and programs to target higher diversion rates, including a Clear Garbage Bag Program (implemented in 2017), as well as a reduction in the amount of Blue Box material permitted in disposed garbage (first implemented in 2017 and revised in 2022). These policy changes led to a drop in both the per capital disposal rate (**Figure 3**) and the total garbage landfilled, as shown in **Figure 3**, despite a growing population in Kawartha Lakes.

Figure 3: Total Waste Disposed (2016 to 2023)

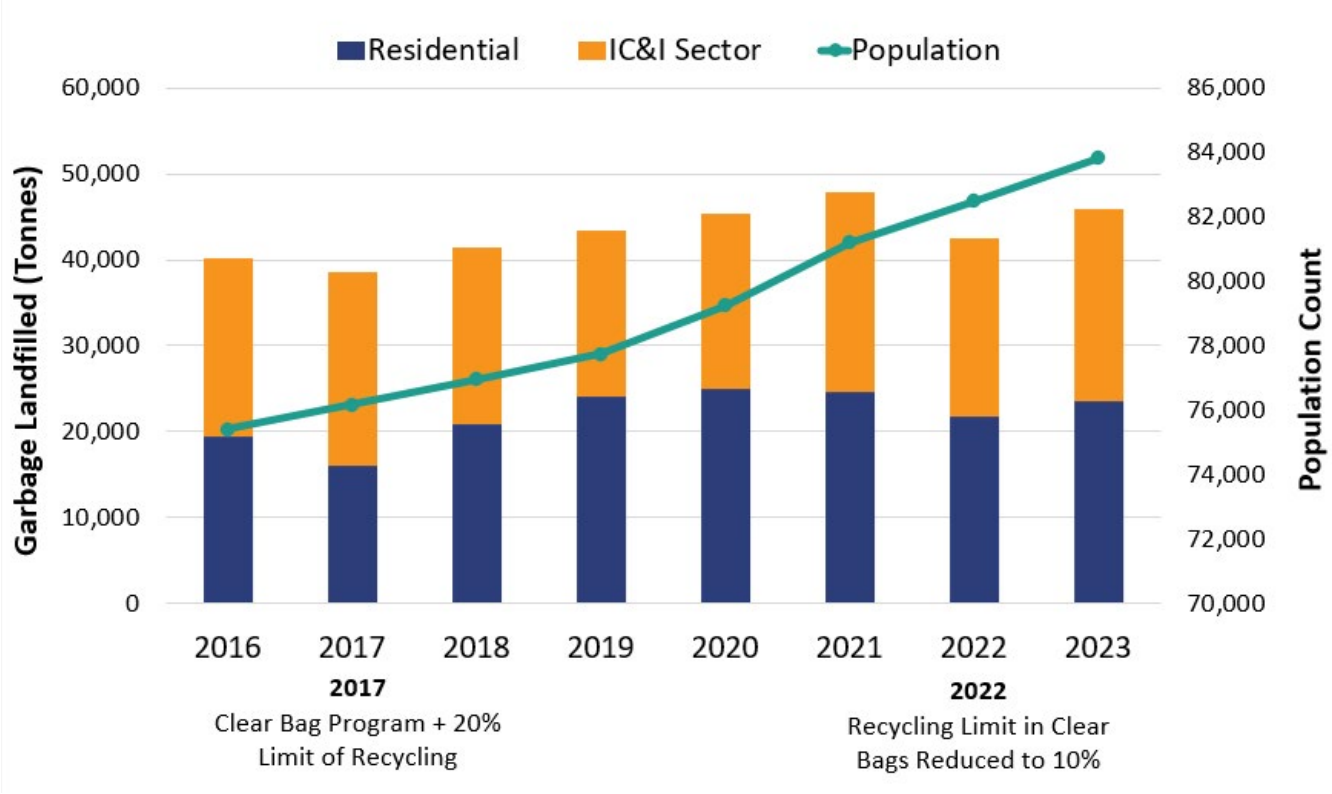


Figure 3 also illustrates the quantity of waste disposed by the Industrial, Commercial, & Institutional (IC&I) sector. In accordance with the By-Law, the City provides curbside collection of up to four clear bags of waste per week from participating IC&I customers that meet the City's eligibility requirements for collection. The IC&I sector contributes approximately 50% of the total waste landfilled in the City. Moreover, IC&I waste can consist of bulky items or large volume materials like construction and demolition (C&D) waste that take up significant space in the landfill.

New Strategy Targets

Setting a new Strategy target provides a clear goal that unites the community in waste reduction and diversion and drives innovation and the adoption of best practices to support environmental sustainability. Since its inception in 2015, the goal of the **Making Waste Matter: Integrated Waste Management Strategy** is to achieve an overall residential diversion rate of 70% by 2048 through the implementation of strategically selected initiatives. To align with previous City waste strategies, the goal of a 70% diversion rate was converted to a target residential disposal rate per capita assuming similar achievements in residential Blue Box diversion. Achieving a 70% residential diversion rate translates to an estimated 130 kilograms of residential waste disposed per capita annually. Based on this new target, the City should aim for a 53% reduction of the current annual average residential disposal rate of 277 kilograms per capita by 2048. It should be noted that this metric does not take into consideration IC&I volumes.

Assuming no additional diversion, the City will dispose of approximately 50,700 tonnes of waste in 2029. It is estimated that through this IWMS update, a reduction of approximately 6% of waste disposed (i.e., from 50,700 tonnes to 47,500 tonnes) in City landfills can be achieved by 2029.

With no intervention, residents will dispose approximately 283 kilograms per capita annually. Through the initiatives proposed within the period of this IWMS update and assuming continued diversion through the curbside organics collection program, the per capita disposal rate can be decreased by 12% (i.e., from 283 kilograms to 249 kilograms disposed per capita) by 2029.

Achieving our Goals

The Strategy initiatives fall under a 'waste less living' hierarchy which categorizes the initiatives based on the 3Rs (Reduce, Reuse, Recycle), as well as the addition of 'Innovation', which describes creative solutions to manage waste, improve diversion or program delivery, education, and service. The Strategy initiatives are intended to guide the City in meeting its long-term goals.

From 2021 to 2024, the City managed approximately 58,000 tonnes of waste annually. The City's updated Growth Management Strategy estimates that the City will grow to a population of 130,000 residents by 2050, which translates to approximately 91,000 tonnes of waste that the City will need to manage into the future assuming no further waste reduction efforts. Over the period for this Strategy update (2025 to 2029), the City is expected to manage an average of 63,000 tonnes of waste per year.

The City has five active landfill sites and there is an urgent need for the City to optimize their existing landfill space. The Fenelon and Laxton landfill sites are undergoing vertical expansions to provide some additional capacity.

With the recent transition of the Blue Box program to the EPR framework, and the City's new urban organics collection program, it is now critical to prioritize reducing the volume of waste needing to be managed and improving diversion.

Strategy Success

Table 1 illustrates the current status and accomplishments from the City's previous Strategy initiatives (i.e., from 2020 to 2024). Any outstanding initiatives have been re-evaluated through the Strategy update along with the addition of new initiatives which will be presented further in this document.

Table 1: 2020 to 2024 Strategy Initiative Updates

Strategy Initiative	Status	Result
Reduce		
Increased Focus on Public Education	Completed	Comprehensive promotion and education campaign targeted at residents, including improved visual aids, updated "What Goes Where" poster, education campaign on recycling changes, and new Jump In Kawartha Lakes page to recognize organizations, businesses, and residents taking efforts to reduce waste. The number of Recycle Coach users increased from 8,500 in 2019 to almost 11,000 today .
Improved Backyard Composting Program	Completed	Increase in sale of backyard composters from an average of 70 per year to 500 composters in 2021.
Decrease Amount of Recycling Allowed in Waste	Completed	The City's waste management by-law was updated to decrease the amount of recyclables permitted in the garbage from 20% to 10% in 2022.
Review Feasibility of a Source Separated Organics Program	Completed	New curbside organics program launched in January 2025 for the urban areas of Bobcaygeon, Fenelon Falls, Lindsay, and Omemee.
Continually Improve Curbside Collection	Continuing	To be carried forward in this Strategy update.
Corporate Waste Reduction Initiatives	Continuing	Staff developed a vision for corporate waste reduction initiatives that was approved by Committee and Council members.

Strategy Initiative	Status	Result
Reuse		
Textile Recycling/ Reuse Program	Completed	Since its launch in 2022 to present, over 38 tonnes of textiles have been diverted from the landfill and bins are available at the five landfill sites.
Recycle		
Expansion of Mattress Recycling Program	Completed	In the past three years, 19,751 mattresses have been recycled through the program in place at Lindsay Ops Landfill. Fenelon, Laxton, Somerville, and Eldon landfills will no longer accept mattresses to ensure all mattresses are recycled.
Improved Public Space Recycling	Continuing	Public space waste bin condition assessment completed in November 2024.
Bulky Plastics Recycling	Continuing	Since its launch in 2022 to present 174 tonnes of Bulky Plastics have been recycled through programing in place at the Lindsay Ops Landfill.
Innovate		
Explore options for the Fenelon and Laxton landfills after the end of site life	Completed	Received approval for vertical expansion at Laxton Landfill and Fenelon Landfill.
Environmental Assessment (EA)	Continuing	Pre-EA study (Future Waste Disposal Options Study) was completed in 2023. The City is in process of initiating the EA.

Waste Management Regulations

Waste management is a shared responsibility amongst the federal, provincial, territorial, and municipal governments. **Table 2** summarizes the allocation of responsibility across the different levels of government. Understanding these responsibilities is a first step in identifying the legislative context and its impact to various aspects of waste management in Canada and, more specifically, the impacts to the City.

Table 2: Jurisdictional Responsibilities and Applicable Legislation

	Federal	Provincial	Municipal
Jurisdictional Responsibilities	• Establishes environmental priorities through the Canada Council of Minister of the Environment; • Establishes approaches, best practices and standards to reduce pollutant and greenhouse gas emissions from the management of waste; and • Regulates the international and interprovincial movement of waste, particularly hazardous waste and recyclable material.	• Establishes policies, regulations and guidelines for resource recovery and waste reduction programs; and • Issues approvals and monitoring of waste management facilities within the province.	• Waste collection, processing and/or disposal for residents pursuant to the City's waste management by-law; and • Some materials that fall under the Provincial EPR Framework (excluding Blue Box) are being collected by the City with funding support.
Governing Legislation	• Canada-wide environmental standards; and • Transportation of Dangerous Goods.	• *Environmental Protection Act*; • *Environmental Assessment Act*; • *Waste Free Ontario Act*; and • *Resource Recovery and Circular Economy Act*.	• *Municipal Act*; and • Waste Management By-law 2024-235 (consolidated February 2020).

Part 2:
Looking at Today

The Waste Management division of the Public Works Department in Kawartha Lakes looks after waste management services in the City, with support from multiple other departments and divisions.

The following sections provide an overview of the City's current waste management services in terms of collection programs, waste management facilities, diversion programs, and promotion and education initiatives.

Curbside Collection Programs

The City provides various curbside collection programs to its residents, which are described below. Previously, it was the City's responsibility to provide curbside recycling services. Due to the Blue Box transition to EPR framework in April 2024, the recycling program is now handled by CMO.

Garbage Collection

The City provides weekly curbside garbage collection for residents and the IC&I sector. Residents and IC&I customers are required to use clear bags and have bag limits of two bags per week and four bags per week, respectively. Residents are permitted to set out additional bags, provided that it is tagged with a purchased bag tag ($4 per additional bag, as amended in the City's consolidated fees By-law). In 2022, the amount of Blue Box recyclables permitted in garbage bags was decreased from 20% to 10% to encourage diversion and increase participation in the recycling program.

Organics

The City introduced an organics program in the urban areas of Bobcaygeon, Fenelon Falls, Lindsay, and Omemee in January 2025. In December 2024, kitchen catchers and organic waste carts were provided to residents in the affected areas. Organics collection began the week of January 4, 2025, to approximately 11,300 households.

Leaf and Yard (L&YW) Waste

The City provides curbside L&YW collection three times per year. Typically, the City schedules two collection dates in the Fall and one date in the Spring. Currently, residential, multi-family units and trailer parks are eligible for curbside L&YW service. The following items are not accepted in L&YW collection and can instead be taken to the City landfill sites:

- Christmas trees;
- Grass clippings;
- Stumps and yard waste over 250 kilograms; and
- Soil and sod.

Battery Recycling

The City provides two weeks per year for curbside battery collection services, one event in the spring and a second event in the fall, where dates are communicated via the Recycling and Waste Collection Calendar, road signs, the Recycle Coach App and Social Media. Residents are permitted to set out a sealed bag of acceptable batteries on their regular collection day for pickup by the waste collection contractor. Rechargeable batteries (e.g., laptops, cellphone batteries), automotive batteries, and industrial batteries are not accepted at curbside and must be brought to the HHW depots located at the Lindsay – Ops and Fenelon landfill sites.

Large Item Collection

Large item collection, including mattresses/ box springs, Freon-containing appliances, and other bulky items, is available on an on-call basis. Residents must purchase an appropriate tag or sticker and call the waste collection contractor to arrange a pickup.

Public Space Recycling

Public space recycling refers to waste receptacles located in public areas, such as parks and downtown areas. Waste Management and the Parks and Recreation Division are responsible for managing public space recycling in the City. There are approximately 80 public space waste receptacles that are managed by the City.

City Waste Management Facilities and Depots

The City operates five open landfills and has eleven closed landfill sites. The current active landfill sites include Lindsay Ops, Somerville, Eldon, Fenelon, and Laxton. Public depots are co-located at the five landfill sites that permit drop-off of residential and IC&I garbage and divertible materials, shown in **Table 3**. The City landfill sites provide residents with drop off services for most of the diversion programs with the exception of mattress diversion, bulky plastic recycling, and mixed C&D waste (offered at Lindsay Ops only), as well as HHW and paint reuse (offered at Lindsay Ops and Fenelon). In addition to the diversion programs, The City holds Round Up Days, which are events held in central locations across the municipality for free recycling and disposal of HHW, textiles, electronics, and bulky plastics.

Table 3: City Diversion Programs

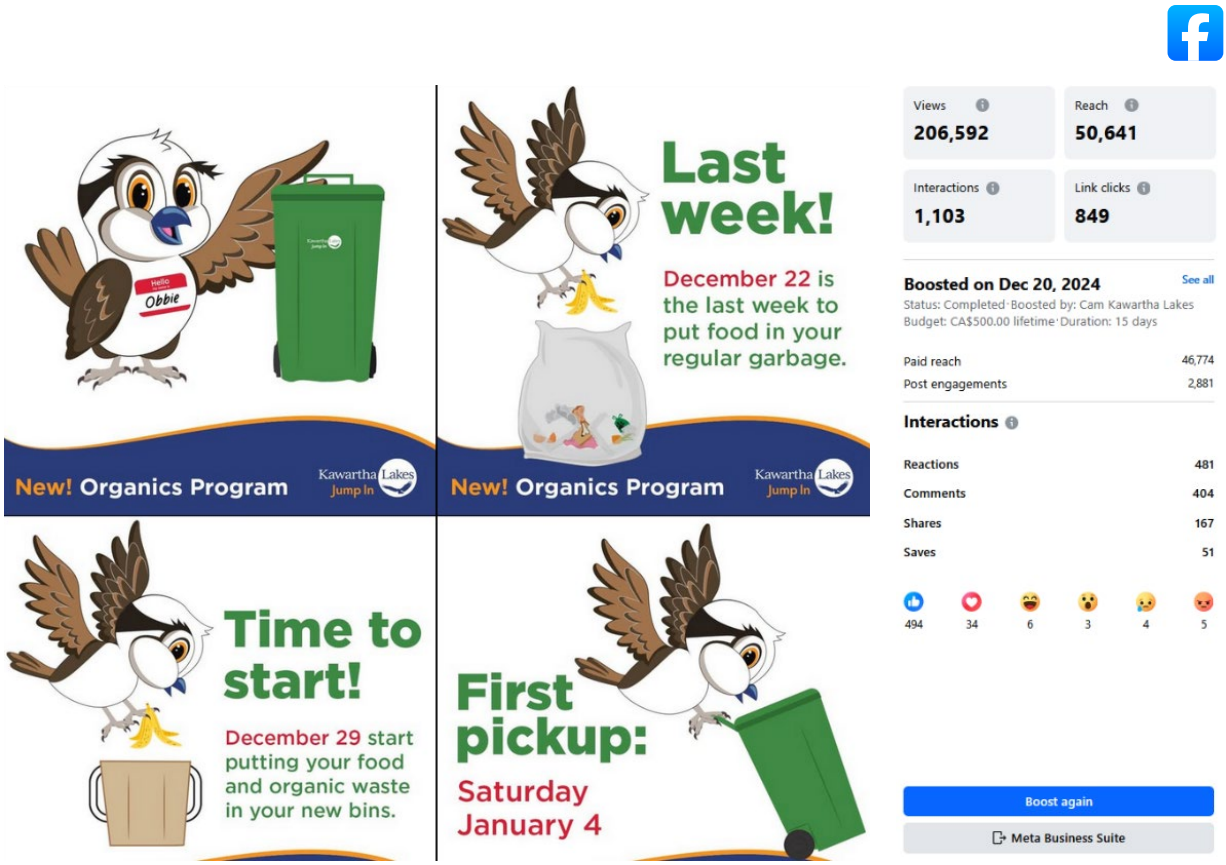
Program	Landfill Site				
	Lindsay	Fenelon	Somerville	Eldon	Laxton
Metal	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
Electronics	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
Leaf and Yard Waste	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
Textiles	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
Household Batteries	**Yes**	**Yes**	-	-	-
Automotive Batteries	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
HHW	**Yes**	**Yes**	-	-	-
Reuse	**Yes**	**Yes**	-	-	-
Bulky Plastics	**Yes**	-	-	-	-
Construction & Demolition	**Yes**	-	-	-	-
Mattresses	**Yes**	-	-	-	-

Promotion and Education

The City uses the following approaches to promote and educate its customers about waste management:

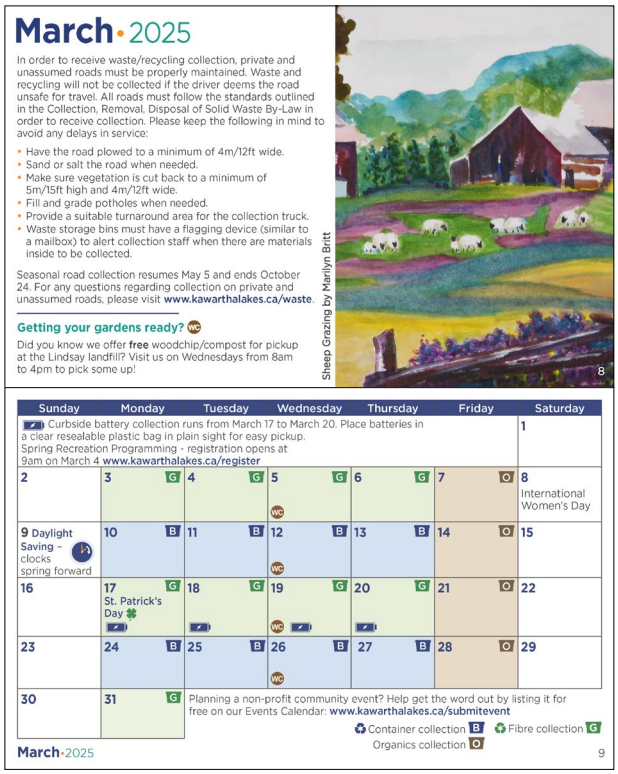
- Social Media (Facebook, Twitter);
- Recycle Coach App;
- City website;
- Earth and Waste Reduction Week activities;
- Roadside signage; and
- Waste management calendar.

City residents have shown significant engagement with the City's social media content, including posts related to waste management, particularly on Facebook. With a follower base of 17,700, the City's Facebook page has seen total engagements reach 476,000 in 2024, which is a 60% increase from the previous year. This heightened interaction is further reflected in the total impressions, which increased to 8.57 million—a 63% rise from 2023. These metrics indicate a growing interest and active participation among residents in discussions around changes to their community.




What goes where?
Important note: All items being recycled need to be rinsed out/cleaned of any food/drink/waste residue. All unclean recycling will end up as regular waste. Broken glass should not be placed in your blue bin. Please set it out in a tightly sealed cardboard box labelled "Broken Glass" for disposal as waste. Organics separation only impacts households in the urban areas of Bobcaygeon, Fenelon Falls, Omemee and Lindsay.
Plastic Cutlery
Coffee and fast food cups
Food Waste (for those with no organics program)
Styrofoam
Straws
Chip bags and candy wrappers
Pet food bags
Cereal bags
Bubble wrap
Wax paper
Pet waste
Diapers
Used facial tissues, soiled paper, ribbons and bows
Lids can be recycled
Milk/juice cartons
Glass bottles and jars
Remove metal lids and also place in blue bin
Flower pots/ plastic pails
Rinsed of organic materials
Plastic containers of all colours
Labelled 1-7
Aluminum cans/ foil containers
Remove lids and also place in blue bin
Stretchy plastics
Bag your stretchy plastics - if it doesn't stretch, it's waste.
Ice cream containers
Empty paint cans
Corrugated cardboard
Must be flattened and bundled to 2ftx2ftx2ft
Newspapers/fine paper/envelopes and magazines
Boxboard
Wrapping material (non-metallic)
Remove all non-paper parts
Pizza boxes
Must be free of food/grease
Egg cartons/paper rolls/toilet and paper towel rolls
Vegetable scraps
Fruit scraps
Animal scraps (inc. bones)
Dairy, eggs (inc. shells)
Pasta, bread, grains, cereals, rice, flour
Baked goods
Muffin paper
Nuts and shells
Fats (butters, grease, solid lard)
Pet food
Herbs, spices, and sauces
Tissue, napkins, paper towel
Shredded paper
Wooden stir/ popsicle sticks, toothpicks
Coffee grounds, filters, tea bags
Waste
Blue Recycling
Green Recycling
Organics
Did you know there's an app for this?
Download the Recycle Coach app today:
www.kawarthalakes.ca/recyclecoach
Kawartha Lakes Jump In


2025 Kawartha Lakes Municipal Calendar
Kawartha Lakes Jump In


March • 2025
In order to receive waste/recycling collection, private and unassumed roads must be properly maintained. Waste and recycling will not be collected if the driver deems the road unsafe for travel. All roads must follow the standards outlined in the Collection, Removal, Disposal of Solid Waste By-Law in order to receive collection. Please keep the following in mind to avoid any delays in service:
• Have the road plowed to a minimum of 4m/12ft wide.
• Sand or salt the road when needed.
• Make sure vegetation is cut back to a minimum of 5m/15ft high and 4m/12ft wide.
• Fill and grade potholes when needed.
• Provide a suitable turnaround area for the collection truck.
• Waste storage bins must have a flagging device (similar to a mailbox) to alert collection staff when there are materials inside to be collected.
Seasonal road collection resumes May 5 and ends October 24. For any questions regarding collection on private and unassumed roads, please visit www.kawarthalakes.ca/waste.
Getting your gardens ready?
Did you know we offer free woodchip/compost for pickup at the Lindsay landfill? Visit us on Wednesdays from 8am to 4pm to pick some up!
Sheep Grazing by Marilyn Britt
8
Sunday Monday Tuesday Wednesday Thursday Friday Saturday
Curbside battery collection runs from March 17 to March 20. Place batteries in a clear resealable plastic bag in plain sight for easy pickup.
Spring Recreation Programming - registration opens at 9am on March 4 www.kawarthalakes.ca/register
1
2
3
4
5
6
7
8 International Women's Day
9 Daylight Saving – clocks spring forward
10
11
12
13
14
15
16
17 St. Patrick's Day
18
19
20
21
22
23
24
25
26
27
28
29
30
31
Planning a non-profit community event? Help get the word out by listing it for free on our Events Calendar: www.kawarthalakes.ca/submitevent
Container collection B Fibre collection G
Organics collection O
March • 2025
9

Part 3:
Preparing for Tomorrow

Establishing the future state of waste management within the City is a critical component of strategic planning and governance. It provides a well-defined vision that guides decision-making and policy development, ensuring alignment with long-term sustainability goals and enables the City to proactively address emerging challenges and capitalize on opportunities in waste management.

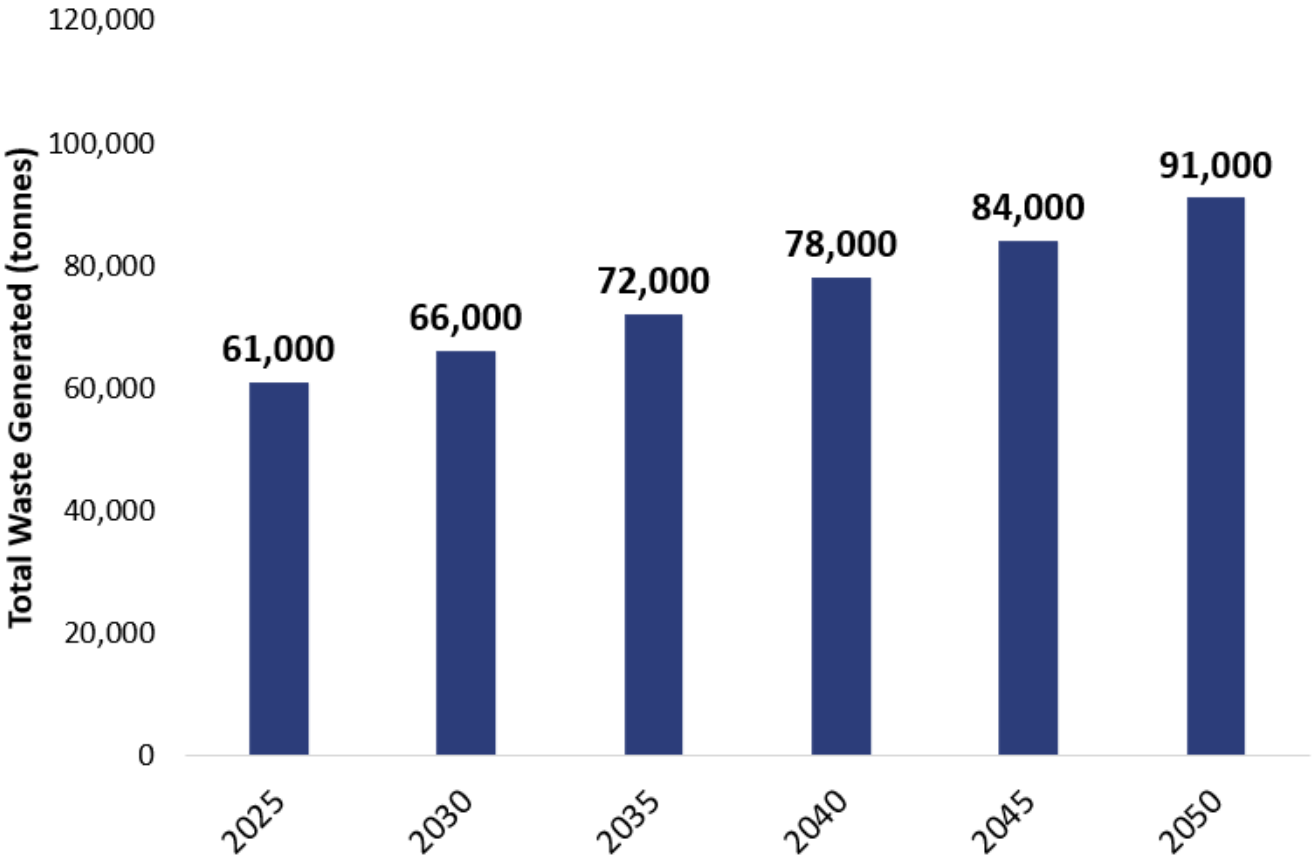
This section includes estimates on how much waste will be produced in the future and when the City's landfill sites are project to be filled up to emphasize the importance of preserving landfill space and developing initiatives that prioritize waste reduction and diversion.

This section also includes insights gathered from consultation with the City's Waste Management Department, Waste Management Advisory Committee (WMAC), and residents, which helped identify key priorities and concerns. This collaborative approach aligns initiatives with both City and resident priorities, resulting in realistic and targeted solutions to current waste challenges. Over the next five years, this strategic planning document will guide the City's efforts, focusing on sustainable waste management practices that meet community needs while promoting environmental stewardship.

Remaining Landfill Capacity

By 2050, the City's Growth Management Strategy estimates the population to grow to 130,000 people translating to approximately 91,000 tonnes of waste that the City will need to manage based on current waste management behaviours and the current waste diversion rate. From 2025 to 2029, the City is expected to generate an average of 63,000 tonnes of waste annually. **Figure 4** illustrates the projected waste quantities that the City will need to manage until 2050 without the impact of additional initiatives to reduce and divert waste.

Figure 4: Waste Projections (2025 to 2050)



The City has completed vertical expansion projects at the Fenelon and Laxton sites to provide additional capacity to delay the closure of these sites. **Table 4** displays the anticipated closure years of each of the active City-owned landfill sites based on current waste diversion rates and future population growth. The forecasted closure dates include the additional capacity provided by the Fenelon and Laxton vertical expansion projects.

Table 4: City Landfill Forecasted Closure Dates

Landfill Site	Forecasted Closure Year
Lindsay – Ops	2031
Fenelon	2035
Somerville	2082
Eldon	2048
Laxton	2029

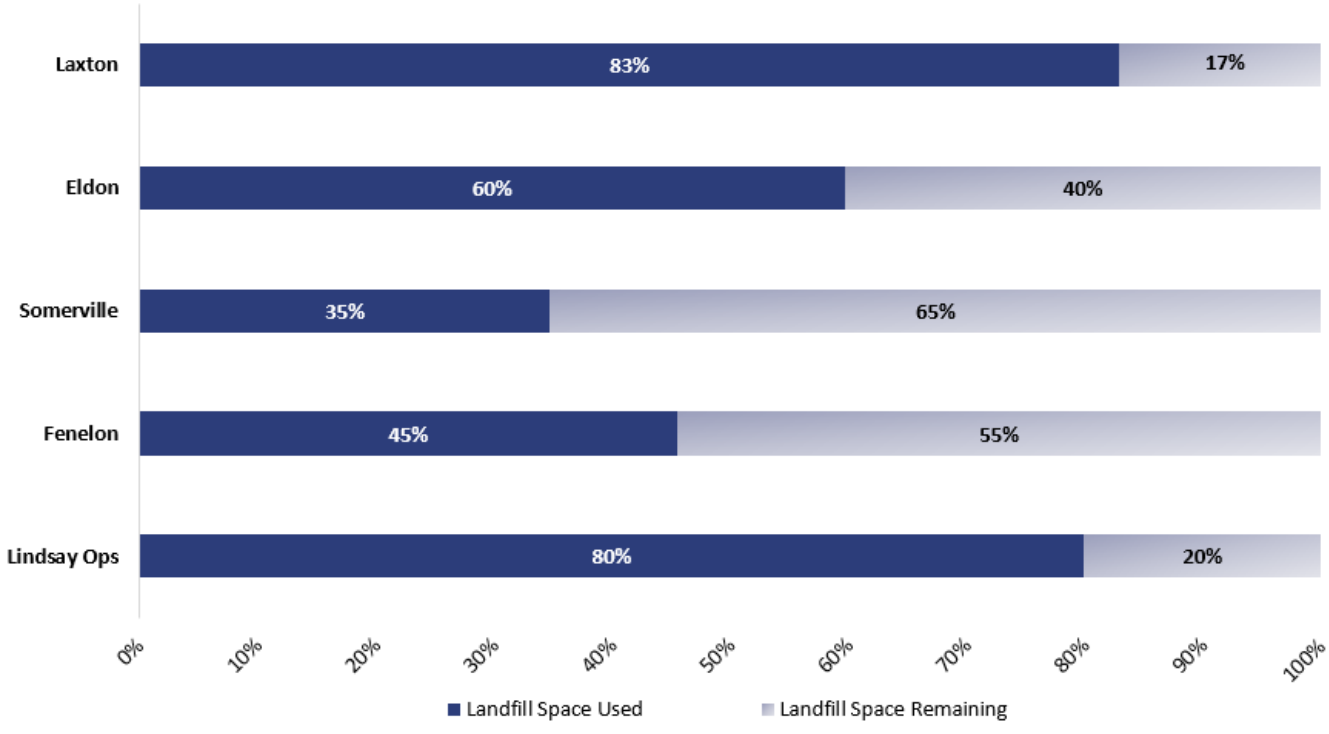
Figure 5 illustrates the current status of the active landfills, with landfill space used and remaining capacity. **Figure 5** also includes the additional capacity at the Fenelon and Laxton landfill site following the vertical expansion projects. The City's largest landfill, Lindsay-Ops, is estimated to be full within the next six years which presents a significant challenge given this site receives over 70% of all waste disposed in the City. The City intends to apply to the Ministry for an additional four years of capacity at Lindsay Ops landfill to account for space lost through design changes over the years.

Continued growth will likely put pressure on these facilities. The Office of the Auditor General of Ontario reported in May 2023 that at current rates, only 10 to 13 years of landfill capacity remain across the province. This is in line with the City's forecasted closure dates for the Lindsay Ops, Fenelon, and Laxton landfill sites.

The City is fortunate to have its own landfill facility as many Ontario municipalities rely on privately owned and operated disposal facilities that are located outside of their jurisdiction, which are subject to other issues, such as rising costs, long-term uncertainty about availability, and cross-border risks.

As part of this Strategy update, the unit value of landfill space remaining in City landfills was calculated. This value includes the projected costs associated with the City's existing five landfill sites. The value of Kawartha Lakes' remaining landfill space is approximately $105 per tonne. The costs for future waste management options, once the City's landfill sites reach capacity, have not been defined at this time and therefore are excluded. In determining validity of future diversion or waste program initiatives, the City should evaluate program savings against overall lifecycle waste disposal costs as determined through additional studies.

Figure 5: Landfill Waste Capacity Remaining as of December 31, 2024



Waste Strategy Consultation

To support development of future initiatives, input was gathered from City staff, the WMAC and City residents (both permanent and seasonal). Residents were invited to fill out an online public survey on the Kawartha Lakes Jump In platform and attend two open house events, located in Lindsay and Little Britain. The feedback received through the engagement process was used to develop and finalize the initiatives outlined in this Strategy.

Meeting Our Future Needs

An online public survey was available on the Kawartha Lakes Jump In platform for five weeks from September 17, 2024, to October 23, 2024. Over 800 responses to the survey were received. The core themes expressed during the public consultation process included:

- Strong interest in organics diversion through a curbside collection program (i.e., an organics collection and processing program);
- Support for biweekly garbage collection to encourage more recycling and diversion;
- High demand for more frequent leaf and yard waste collection, particularly during the peak seasons in the Spring and Fall;
- Expansion of diversion programs to other community waste management facilities for better accessibility;
- More recycling bins in public spaces and better waste management in parks and recreational areas; and
- More communication and education for recycling and reuse programs.

Residents were asked to rank which priorities were most important to them when envisioning the future of waste management. In order of importance, the results are as follows:

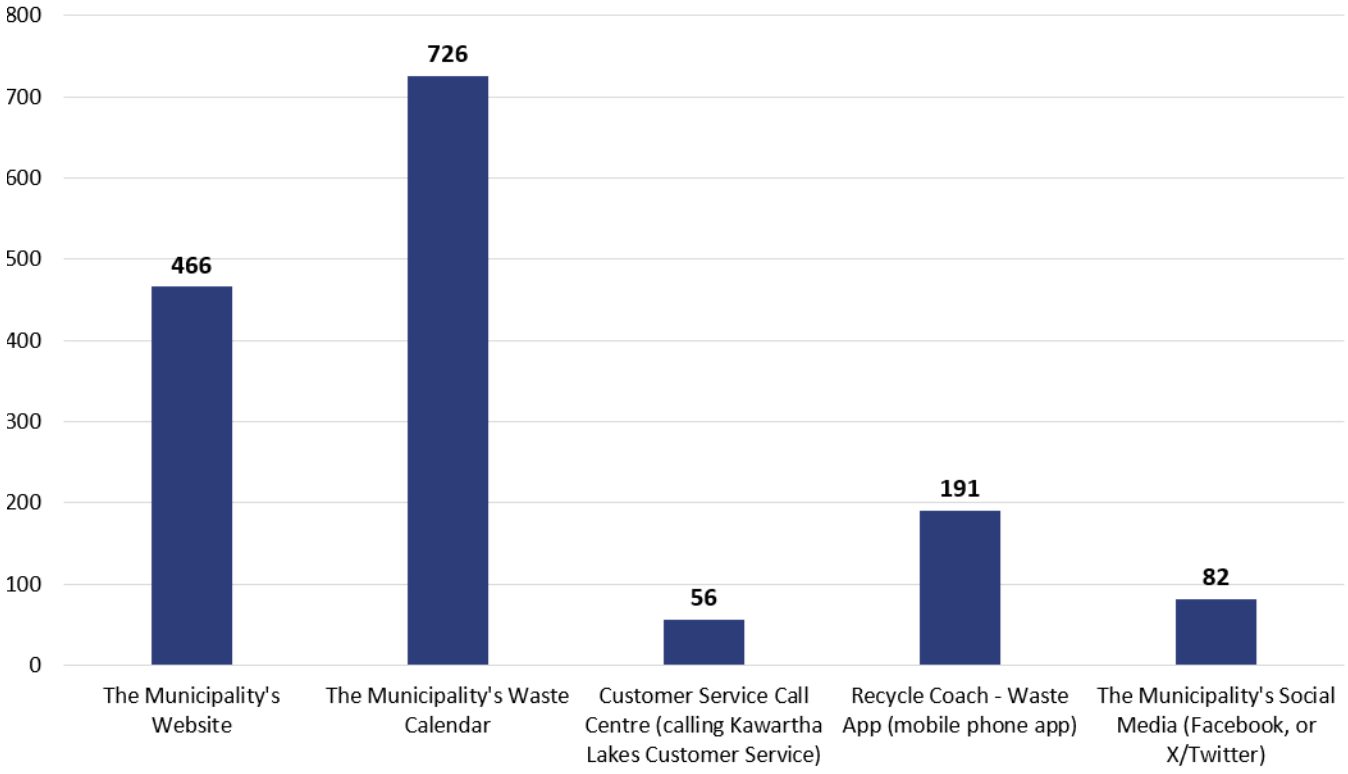
1. More waste reduction and reuse opportunities;
2. Cost and efficiency of services;
3. Reducing impact on climate change;
4. Effective education and promotion of waste management programs; and
5. Enforcement of waste management by-laws.

Promotion & Education

Promotion and education (P&E) strategies are crucial in waste management as they can be used to communicate changes or transitions in waste management, encourage sustainable behaviours, and engage community participation. By teaching residents and businesses to make waste management a priority, they are more likely to follow waste management policies and support green initiatives, leading to long-term sustainability and better resource efficiency.

As part of the online survey, residents were asked where they find information about the City's waste management programs. Based on the survey responses (as shown in **Figure 6**), the most common P&E tools are the City's waste management calendar and website to keep up to date with waste management programs and services.

Figure 6: Kawartha Lakes Promotion and Educational Tool Usage



Part 4: **Strategy Update Initiatives**

The following sections provide an overview of the initiatives that were developed and refined through the IWMS update consultation and evaluation process. These initiatives were developed by reviewing best practices in similar jurisdictions, input from waste management staff, and through the public consultation process, which helped shape the future vision for waste management. Each initiative will require some time to plan prior to implementing. The estimated launch year is provided below along with the anticipated impacts to be achieved as a result of implementing the initiatives.

Reduce

Reuse

Recycle

Innovate

Reduce

Through the IWMS public consultation process, City residents expressed strong support for waste reduction opportunities. Waste reduction is crucial for the City as it decreases the volume of waste going to the landfills, which helps preserve disposal capacity and minimize greenhouse gas emissions.

Corporate Waste Reduction Initiatives

Launch: 2025

This option looks to identify ways in which the City could build on Council's endorsement of the 2020 to 2024 IWMS to improve Corporate waste diversion initiatives and look at ways to improve internal reduction and management of waste.

Examples include the Waste Management Department leading a working group to coordinate and communicate between City departments related to internal waste management initiatives. This may include identifying waste sources that could be diverted from disposal at the City's landfill sites (e.g., such as excess soils) for use in other City applications (e.g., road construction). There may also be an opportunity for different departments to share materials, equipment and resources that are not commonly used.

In Year 1, the City's Waste Management department would develop a working group and prepare for approximately two meetings per year, with goals to understand how existing goals/targets support a circular economy within the corporation, opportunities for sharing, reuse, recycling. In Years 2 to 5, the working group would engage in two meetings per year to discuss potential opportunities to reduce waste from City operations.

Source Photo: P199, CC BY-SA 3.0

Improve Access to Food and Organic Waste Recycling in Rural Communities

Launch: 2026

The City launched a new organics waste collection program for the urban areas of Kawartha Lakes in January 2025 and promotes backyard composting to all residents not included in the organic program. Based on feedback received through the IWMS update consultation, there is strong interest in diverting organics from disposal amongst the community.

This initiative involves improving access to food and organic waste recycling opportunities for rural communities and the creation of a compost product. A pilot program is proposed to take place where rural residents will have an opportunity to purchase subsidized in-home composting units that can then create a product to be placed in houseplants or returned to the earth outdoors. Several rural municipalities have been providing these units to their residents for an at-home organic waste reduction and recycling opportunity.

In Year 1, the City will engage with a service provider for in-home units and plan a municipal pilot program. In Year 2, the City will purchase units for distribution to approximately 200 households. In Years 3 to 5, the City will monitor the pilot program and determine whether it should be expanded.

In Years 1 and 2, the City will also consider whether the curbside organics program should be expanded to the rural community.

Cost: $20,000

Landfill Space Saved: It is estimated that this option will save approximately 140m³ of landfill airspace by 2029.

Landfill Space Savings: The implementation of this option would result in approximately $10,200 in landfill savings.

Reuse

Promoting reuse in the City is essential for conserving resources and reducing waste. By extending the life of products, reuse decreases the need for new materials, cutting down on environmental impact and waste management costs. It also encourages a sustainable mindset among residents and supports local businesses focused on repair and resale.

Repair and Sharing Programs

Launch: 2026

City residents are keen to reduce and reuse more of their waste if opportunities exist. Community-based initiatives such as repair hubs or sharing and reuse spaces are an effective method of reusing materials to the extent possible, reducing the volume of waste going to the landfill whilst promoting a sustainable waste management culture. As an example, the Kawartha Lakes Public Library has a 'Library of Things' which permits residents to borrow various items such as life jackets, golf sets, children's educational kits, and more.

This initiative will look at how the City can support existing community-based reuse initiatives in accessible locations. This could include the City developing partnerships with local charities or libraries to identify areas how and/or where the City can support or host potential reuse initiatives, as well promoting existing reuse and repair initiatives within the community on their social media platforms.

In Year 1, the City will engage with local organizations to identify requirements and logistics to develop reuse or sharing programs. In Years 2 to 5, the City will support organization with resource sharing and reuse programs locally where practical.

Recycle

Recycling transforms waste into valuable resources, reducing the need for new raw materials and conserving energy. By recycling, residents not only help decrease pollution and landfill use but also support the shift toward more sustainable product designs and practices, reinforcing the community's commitment to environmental stewardship.

Leaf and Yard Waste Program

Launch: 2027

A common theme that emerged through consultation was a desire to improve the L&YW program. Currently, the City provides three dates per year for curbside L&YW waste collection (one date in the Spring and two dates in the Fall). The City's current collection contract is anticipated to end in September 2027.

As part of the IWMS Update, different options for L&YW collection were developed and analysed and based on the results, it is recommended that the City proceed with **Monthly Urban L&YW Collection and Call-in L&YW Collection Services for Rural Areas.** This scenario assumes that the residents who live in urban areas will receive monthly L&YW collection from April to November (i.e., one collection per month). Residents that reside in rural areas would be eligible for pick-up on a call-in basis once per month over a period of four weeks. It is assumed that in Years 1 and 2, the City will plan to incorporate the preferred L&YW scenario into the next collection contract. In Year 3, the City would implement the preferred L&YW collection scenario into the new collection contract and monitor performance in Years 4 and 5.

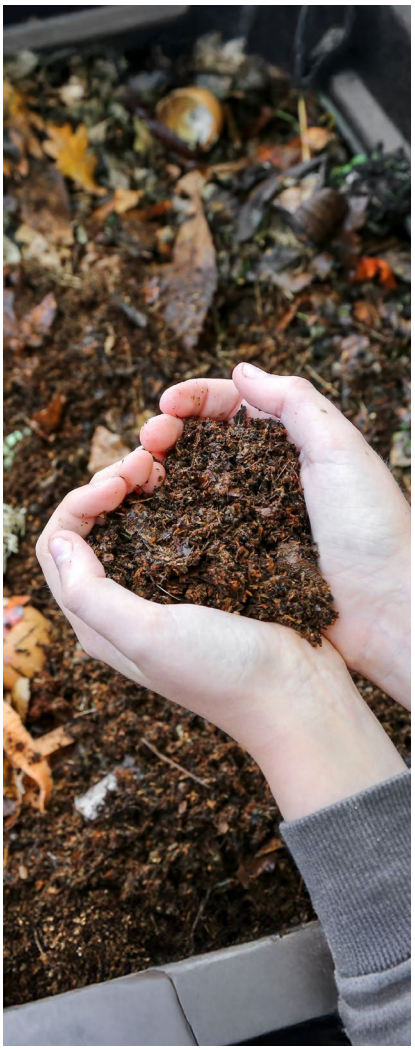
Cost: Estimated 7% increase to current annual waste collection costs.

Landfill Space Saved: This option would save approximately 2,730 m³ of landfill airspace by 2029.

Landfill Space Savings: The implementation of this option would save approximately $197,300.

Organic Waste Program Monitoring

Launch: 2027



In January 2025, the City launched an organics collection program in the urban areas of Bobcaygeon, Fenelon Falls, Lindsay, and Omemee.

This initiative will involve monitoring performance of the new program by conducting waste audits and developing metrics that can be tracked year-over-year. This may include resident participation rates, quantity of organics remaining in the garbage in both rural and urban households, avoidable and unavoidable food waste collected, and landfill space saved. Based on data collected from the organics program and waste audits, the City would look into other options to improve program participation and diversion of organics.

A common and best practice among other municipalities with organics collection programs is to move towards bi-weekly garbage collection to increase participation and capture of organic waste as well as aligning all waste collection programs to occur on the same day to reduce customer confusion.

It is assumed that in Years 1 and 2 of the Strategy update, the City will monitor the start up of the organics program and retain a consultant to complete a 4-season waste audit to gather data on program performance. In Year 3, the City will introduce bi-weekly garbage collection, which is assumed to drive further diversion, and potentially one collection day for collection of garbage and organics, in alignment with the next collection contract.

Cost: It is estimated that there would be a 13% decrease in annual waste collection contract costs. An additional $100,000 is allocated towards a 4-season waste audit.

Landfill Space Saved: The City's urban organic waste collection program will save approximately 3,920 m³ of landfill space by 2029. Implementation of this option would save an additional 240 m³, resulting a total landfill space savings of 4,160 m³ by 2029.

Landfill Savings: The organic waste collection program will result in approximately $283,300 saved. Implementation of this option would result in an additional savings of $17,400 by 2029, therefore resulting in a total savings of $300,700 by 2029.

Expand Household Hazardous Waste Collection

Launch: 2029

Ensuring accessibility and convenience of waste management services is crucial, as it encourages greater participation and compliance from residents by making it easier for them to properly dispose of waste and recycle. Household hazardous waste can seriously harm the environment if not managed safely and properly. The City currently has the following options for HHW collection:

- Curbside battery recycling program which occurs two weeks per year;
- Event days held a few times per year in accessible locations across the City; and
- Permanent HHW depots located at the Fenelon (closed during the winter months) and Lindsay Ops landfill sites.

This option would involve exploring opportunities to expand HHW collection across the municipality in collaboration with producers. Some examples could include a mobile HHW depot, additional permanent HHW depot(s) and/or increased education on existing HHW collection programs.

In Years 2 and 3, the City will review options, recommend a preferred approach, and supplemental requirements (e.g., siting, amendments to the site's Environmental Compliance Approval (ECA), P&E). In Years 4 and 5 the City would implement the recommendations of the study.

$

Cost: $30,000 (Years 2 and 3). Estimated capital costs for a mobile HHW depot are around $75,000, which includes the cost of a shipping container, container modifications, equipment, and ECA application and fees.

Public Space Recycling Strategy

Launch: 2028

Public space bins refer to waste receptacles located in parks or downtown areas within the municipality. Based on the public space waste bin audits that took place in the Fall of 2024, approximately 30% of public space bins only have options for garbage disposal with no opportunities to recycle. That said, public space bins that do have recycling opportunities have notably high contamination rates.

This initiative involves working with the Parks and Recreation Division to develop a Public Space Recycling Strategy.

Based on the findings from the audits completed as part of this Strategy Update, the City's Waste Management department would lead strategy development in Years 2 and 3. The City would host workshops with applicable departments, develop options and recommendations. In Years 4 and 5, the City would implement the recommendations.

Cost: $25,000 (Years 1 and 2). Estimated costs of an additional recycling public space bins is estimated at $700 per bin and dual stream public space bins ranges from $800 to $1,000 per dual stream unit.

Agricultural Waste Diversion

Launch: 2027

Agricultural waste can refer to silage film tarps, bale wrap, wine, bunker covers, etc. These materials are used to contain and store feed on farms, and some of the waste is currently landfilled at City sites.

This initiative would involve the City conducting a three year pilot program to manage agricultural waste from local farmers. The City would conduct interviews with farmers and service providers to understand existing issues and waste quantities, investigate opportunities to divert this waste stream away from the landfill and identify a potential diversion program structure.

In Years 1 and 2, the City will consult with farmers to determine estimated quantities generated within the City and locations of farms. The City will engage with potential service providers to understand costs and logistics, purchase a baler, and identify a central location to receive the material prior to hauling. In Year 3, the program will launch with monitoring occurring in Years 3 to 5.

Cost: Based on initial discussions with an agricultural waste recycler, a small on-farm baler could potentially cost $700-$5,000 based on quantity of materials processed and design of baler. The costs for processing and disposing the waste is dependent on the quantity collected.

Landfill Space Saved: It is estimated that the implementation of this option would save approximately 2,690 m³ of landfill airspace by 2029.

Landfill Savings: This option would result in a potential savings of $194,400 by 2029.

Boat Wrap Diversion

Launch: 2027

The City experiences a large influx of seasonal residents and visitors during cottage season each year. This results in the generation of larger quantities of boat and bale wrap. Currently, some of this material is landfilled at City-owned waste sites. To conserve landfill space, this initiative will involve conducting a three year seasonal pilot program to manage boat wrap generated. The City would conduct interviews with local marinas, residents, visitors and service providers to understand existing issues, potential waste quantities, and potential locations to store collected boat wrap.

In the summer of Year 1, the City will consult with marinas and boaters to estimate the volume of waste generated and investigate internally where the material can be stored at landfill sites. This initiative will include engaging with potential service providers to estimate transportation and processing costs and logistics. In the summer of Year 2, the City would launch a pilot program to collect boat wrap. In Year 3, the City will analyze results from the pilot program to assess whether it should be continued or expanded in the summer months.

Cost: Cost of this initiative would be determined following Staff's consultation activities.

Landfill Space Saved: It is estimated that the implementation of this option would save approximately 2,690 m³ of landfill airspace by 2029.

Landfill Savings: This option would result in a potential savings of $194,400 by 2029.

Expand Construction and Demolition Collection at Landfills

Launch: 2028

C&D waste is typically very bulky and takes a lot of space in the City's landfills and is primarily generated by the IC&I sector. The City implemented a pilot C&D recycling program in March 2018. Due to the success of the program, a permanent program was established at the Lindsay Ops Landfill site in 2022. The program currently accepts concrete, rubble, wood, shingles, and drywall for recycling. In 2024, the City diverted 1,780 tonnes of C&D waste through the diversion program.

This initiative would involve assessing the feasibility of expanding the diversion program to other active landfill sites, as well as identifying opportunities for other C&D waste streams (e.g., aggregates and glass) to be collected for diversion as markets are developed.

In Years 2 and 3, the City will identify space and review traffic flow at landfill sites for program expansion and additional materials to send to processing. The review would include visual audits at landfills to estimate quantities of C&D being landfilled during peak periods. Included would be review and recommendation of potential changes to tipping fees to encourage source separation and diversion of C&D materials. In Years 4 and 5, the City will expand the pilot program as per the recommendations identified from the study.

Cost: $80,000 is the estimated annual operating costs to expand the program to the other four landfill sites.

Landfill Space Saved: It is estimated that this option would result in approximately 7,020 m³ of landfill space saved by 2029.

Landfill Savings: Implementation of this option could potentially yield a savings of approximately $507,400 by 2029.

Expand Bulky Plastic Recycling Program

Launch: 2028

The City offers recycling programs for bulky plastics at the Lindsay Ops landfill site. The bulky plastics program at Lindsay Ops moved from the pilot phase to a permanent program due to its success.

This initiative would involve expanding the bulky plastic recycling collection programs to the other City-owned sites for increased convenience and better accessibility amongst residents.

In Years 2 and 3, the City will complete a study to identify space at landfill sites and additional tonnages to send to processing. In Years 4 and 5, the City will expand the pilot programs as per the recommendations identified from the study.

Cost: $10,000 is the estimated annual operating costs to expand the program to the other four landfill sites.

Landfill Space Saved: This option could result in approximately 480 m³ of landfill space saved.

Landfill Savings: Implementation of this option could potentially yield a savings of approximately $34,700.

Develop Targeted Promotion and Education Campaigns

Launch: 2025

Promotion and education (P&E) in waste management is essential for informing the public about waste management programs and new policies or legislation. P&E can be used to encourage the importance of proper waste disposal, as well as promote a sustainable culture.

This option will involve the City reviewing the overall performance of the municipal waste management system, waste audit data, and diversion rates to determine opportunities for improving communications. It is assumed that the City will develop targeted P&E campaigns based on the review of data and trends as well as the introduction of new programs and policies.

It is assumed that this initiative would be implemented annually from Years 1 to 5.

Cost: $25,000 per year

Innovate

The waste management sector is constantly evolving, with new operational changes and technological advancements offering opportunities to improve efficiency. The City is committed to exploring innovative technologies and approaches to enhance waste diversion efforts and conserve landfill space.

Landfill Optimization

Launch: 2029

Ontario is rapidly running out of landfill disposal capacity. The City is in a unique position to have five active landfill sites. Based on a review of the City's current landfill operations and monitoring reports, there is potential to optimize landfill capacity. Currently, the City's landfill sites achieve a wide range of compaction rates, from 380 kg/m³ to 700 kg/m³.

As part of the Strategy Update, existing landfill equipment, operations, and infrastructure was reviewed to identify opportunities to preserve landfill space. Based on this review it was shown that the City could improve waste compaction through waste shredding or reduce landfill space consumed by diverting excess or contaminated soils from the landfill, expanding bulky waste management programs, investing in global positioning system (GPS) enabled equipment, and/or reviewing daily cover options at the landfill sites.

The City will investigate the feasibility of implementing landfill optimization techniques over the Strategy Period (Years 1 to 5).

$

Cost: Various recommendations were provided as part of assessing potential option for landfill optimization, including assessing the feasibility of using a tarp as alternative daily cover, implementing a GPS to measure and optimize existing compaction rates, and investing in a shredder for residential waste.

The estimated cost of implementing a tarp cover system would be around $3,500. Equipping existing landfill equipment with a GPS system could potentially cost around $100,000. Implementation of a shredder would cost around $2 million.

IWMS Update Impact Summary

The initiatives outlined in this IWMS update are anticipated to be implemented over the five-year Strategy period. **Table 5** illustrates the proposed planning and implementation timeline for the 2025 to 2029 IWMS initiatives.

Table 5: Proposed Timeline for 2025 to 2029 IWMS Initiatives

Note:

- PP: Planning Period
- IP: Implementation Period

No.	Initiative	Strategy Period				
		2025	2026	2027	2028	2029
1	Corporate Waste Reduction Initiatives	IP	IP	IP	IP	IP
2	Improve Access to Food and Organic Waste Recycling in Rural Communities	PP	IP	IP	IP	IP
3	Repair and Sharing Programs	PP	IP	IP	IP	IP
4	Leaf and Yard Waste Program	PP	PP	IP	-	-
5	Organics Program Monitoring	PP	PP	IP	-	-
6	Expand Household Hazardous Waste Collection	-	PP	PP	PP	IP
7	Public Space Recycling Strategy	-	PP	PP	IP	IP
8	Agricultural Waste Diversion	PP	PP	IP	IP	IP
9	Boat Wrap Diversion	PP	PP	IP	IP	IP
10	Expand Construction and Demolition Collection at Landfills	-	PP	PP	IP	IP
11	Expand Bulky Plastic Recycling Program	-	PP	PP	IP	IP
12	Develop Targeted Promotion and Education Campaigns	IP	IP	IP	IP	IP
13	Landfill Optimization	PP	PP	PP	PP	IP

The impact of the initiatives is anticipated to result in a 6% reduction in total waste disposed and a 12% reduction in residential disposal rate by 2029. **Table 6** illustrates the options that will provide an impact on the Strategy metrics (i.e., per capita residential disposal rate and the total tonnes of waste disposed).

Table 6: Option Impacts on New Strategy Metrics

Option Name	Impact on Per Capita Residential Disposal Rate	Impact on Total Tonnes of Waste Disposed
Corporate Waste Reduction Initiatives	-	-
Improve Access to Food and Organic Waste Recycling in Rural Communities	**Yes**	**Yes**
Repair and Sharing Programs	-	-
Leaf and Yard Waste Program	**Yes**	**Yes**
Organics Program Monitoring	**Yes**	**Yes**
Expand Household Hazardous Waste Collection	-	-
Public Space Recycling Strategy	-	-
Agricultural Waste Diversion	**Yes**	**Yes**
Boat Wrap Diversion	**Yes**	**Yes**
Expand Construction and Demolition Collection at Landfills	-	**Yes**
Expand Bulky Plastic Recycling Program	**Yes**	**Yes**
Develop Targeted Promotion and Education Campaigns	-	-
Landfill Optimization	-	-

Part 5:
Strategy Updates & Revisions

The 2025 to 2029 Integrated Waste Management Strategy update aims to refine the City's waste management approach to ensure it remains effective and aligned with the evolving needs of the community. This update revisits previous initiatives while incorporating new actions to address emerging challenges from policy changes and industry trends, such as the transition of the Blue Box program to the EPR framework and Ontario's dwindling landfill capacity.

Since its inception in 2015, the goal of the **Making Waste Matter: Integrated Waste Management Strategy** is to achieve an overall residential diversion rate of 70% by 2048 through the implementation of strategically selected initiatives. This Strategy introduces new performance metrics, such as total waste disposed and per capita residential disposal rate, enabling the City to effectively monitor progress throughout the Strategy's duration and beyond. Achieving a 70% residential diversion rate translates to a 53% reduction of the current annual average residential disposal rate of 277 kilograms per capita by 2048. The targets for the Strategy period involve reducing the total residential waste generated per capita by 12% and reducing the total quantity of waste disposed by 6% by 2029.

The City of Kawartha Lakes is uniquely positioned to implement strategies that reduce waste volume and preserve landfill capacity. By focusing on waste diversion and reduction, the IWMS update seeks to extend landfill lifespan and ensure the City remains proactive in the ever-changing waste management landscape. This IWMS update covers the period of 2025 to 2029 while the long-term planning period of Making Waste Matter extends until 2048. Given the anticipated changes in waste management practices and the quantities of waste generated, it will be essential to continue reviewing, updating and enhancing the IWMS to ensure it remains a relevant guide. A formal review and update of the Strategy is scheduled to occur every five years so that the City adapts to new developments and continues to meet its waste management goals effectively.


Kawartha Lakes
Jump In